

CA 20N
DE 6
- 73 C52



10

3 1761 11848506 9

Committee on the Costs of Education

Final Report

Government
Publications

interim report number one



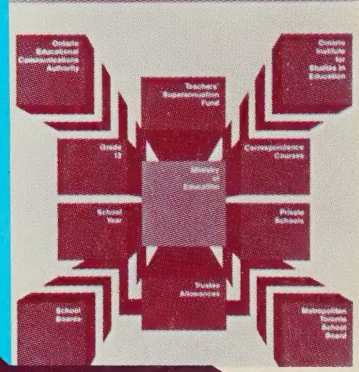
interim report number two



interim report number three



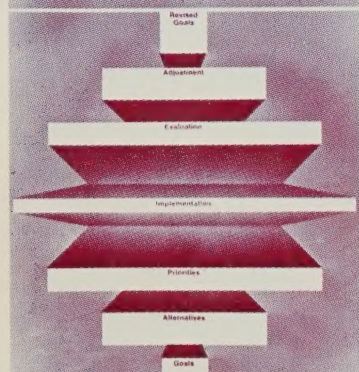
interim report number five



interim report number six



interim report number four



interim report number seven





Digitized by the Internet Archive
in 2023 with funding from
University of Toronto

<https://archive.org/details/31761118485069>

CAZON
DE b
-73052



Committee on the Costs of Education

final report

July, 1978

Ontario

Royal Commission

3

MEMBERS OF THE COMMITTEE

Chairman

T. A. McEwan,
Lorne Park,
Mississauga.



Members

P. E. Arsenault,
Partner,
Desmarais, Arsenault & Co.,
Sudbury.

Mrs. Hazel Farr,
Teacher,
Norfolk County Board of Education,
Simcoe.

L. M. Kerr,
Vice-President and Chairman of the Board,
Kerr Farms Limited,
Chatham.

Dr. W. G. Phillips,
Dean,
Faculty of Arts and Science,
University of Windsor,
Windsor.

J. C. Ronson,
Organization Development Manager,
The Steel Company of Canada, Limited,
Toronto.

D. C. Trowell,
President,
Shoreacres Broadcasting Company Limited,
Toronto.



Ontario

To Her Honour

The Lieutenant-Governor of the Province of Ontario

May it please Your Honour:

We, the members of the Committee on the Costs of Education, appointed by Orders-in-Council, dated the 23rd June, 1971, and the 30th June, 1971, to examine the costs of education for the elementary and secondary schools of Ontario in relation to the aims and objectives, programs, priorities, and the like, of the educational system and to evaluate the programs in the requirements of the present day, and in terms of the expenditures of money for them, submit to Your Honour, herewith, the final report.

Chairman

Paul Armstrong Hazel Farr Lawrence King
W. S. Phillips John Ronson D. C. Drivell

July, 1978



EXECUTIVE COUNCIL OFFICE

OC-1211/71

Copy of an Order-in-Council approved by His Honour the Lieutenant Governor, dated the 21st day of April, A.D. 1971.

The Committee of Council have had under consideration the report of the Honourable the Prime Minister, dated April 20th 1971, wherein he states that,

WHEREAS it is deemed desirable to examine the costs of education for the elementary and secondary schools of Ontario in relation to the aims and objectives, programs, priorities, and the like, of the educational system,

AND WHEREAS there is a need for evaluation of the programs in the light of the experience with them, the requirements of the present day, and in terms of the expenditures of money for them,

The Honourable the Prime Minister therefore recommends that there be established a Committee on the Costs of Education in the Elementary and Secondary Schools of Ontario for the purposes hereinafter mentioned:

- to study the use of the financial resources being provided for elementary and secondary education in Ontario in the attainment of the educational goals;

- to examine the present grant plan to determine if the various differentiating factors such as course, location, level (elementary and secondary), and type (ordinary and extraordinary) generate funds in proper balance consistent with the needs for the attainment of desirable educational objectives;

- to examine the implications of ceilings on expenditures by local school boards, including the effect on the decision-making and autonomy of local school boards;

- to examine the various aspects of school programs with particular reference to innovations and new concepts as, for example, the "open plan" organization, technical and commercial programs, and use of educational technology, with a view to designing and recommending research studies to determine the effectiveness of these concepts in relation to the aims and objectives of education, these studies to be conducted by contract arrangement with research agencies;

- to communicate and consult with groups and organizations repre-

sentative of parents, teachers, trustees, students, and other interested parties;

- after due study and consideration, to make representations and to submit a report or reports to the Government with respect to the matters inquired into under the terms set out herein as the Committee sees fit.

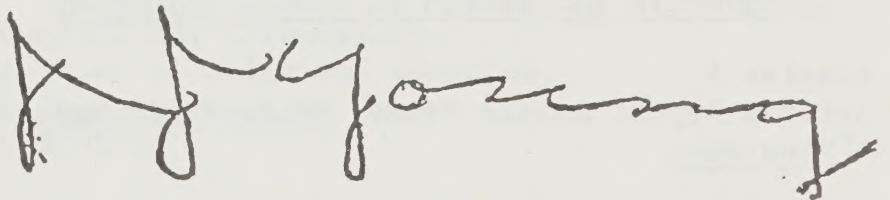
That the Committee be empowered to request submissions, receive briefs and hear persons with special knowledge in the matters heretofore mentioned.

That the Committee be empowered to require the assistance of officials of the Department of Education for such purposes as may be deemed necessary.

That members of the Committee be empowered to visit schools and classrooms in Ontario, by arrangement with local school systems.

The Committee of Council concur in the recommendation of the Honourable the Prime Minister and advise that the same be acted on.

Certified,

A handwritten signature in dark ink, appearing to read 'H. J. Young', written in a cursive style.

Clerk, Executive Council

CONTENTS

Members of the Committee	i
Letter of Transmittal	ii
Terms of Reference	iii
Tables	vi
Graph	vii
Preface	1
Chapter 1	
Interim Report Number One: <u>Report on the Education of Elementary and Secondary Teachers in Ontario: Facili- ties, Organization, Administration</u>	72
Chapter 2	
Interim Report Number Two: <u>School Building Programs</u>	100
Chapter 3	
Interim Report Number Three: <u>Pupil Transportation</u>	122
Chapter 4	
Interim Report Number Four: <u>Part I - Planning; Part II - Demographic Influences on School Enrolment</u>	135
Chapter 5	
Interim Report Number Five: <u>Educational Agencies and Programs</u>	150
Chapter 6	
Interim Report Number Six: <u>Compensation in Elementary and Secondary Education</u>	194
Chapter 7	
Interim Report Number Seven: <u>Financing Education in Elementary and Secondary Schools</u>	199
Appendices	256

Tables

1. Elementary Projected Enrolment in 1971 for Period 1972 to 1981; Actual Enrolment 1971 to 1976	8
2. Secondary Projected Enrolment in 1971 for Period 1972 to 1981; Actual Enrolment 1971 to 1976	9
3. Elementary Teachers, Teacher:Pupil Ratio, Teacher Withdrawals and Acquisitions, Acquisition of New Graduates, 1971 to 1981	13
4. Secondary Teachers, Teacher:Pupil Ratio, Teacher Withdrawals and Acquisitions, Acquisition of New Graduates, 1971 to 1981	15
5. Enrolment in Teacher Education Institutions, 1970-71 to 1976-77	16
6. School Building Construction - New Schools and Additions, 1967 to 1976-77	21
7. The Ontario Education Capital Aid Corporation - Loans and Advances, Repayment of Loans and Advances, Increase in Gross Debt, Cumulative Gross Debt Fiscal Years 1966-67 to 1978-79	23
8. The Ontario Education Capital Aid Corporation Investments as at March 31, 1977, Analysis by Year of Maturity and by Rate of Interest	24
9. The Ontario Education Capital Aid Corporation Balance Sheet as at March 31 for Years 1973 to 1977 inclusive	25
10. Teachers' Superannuation Fund Unfunded Liability for Period 1973 to 1975 inclusive	39

11. Teachers' Superannuation Fund Unfunded Actuarial Liabilities 1967 to 1975 inclusive	41
12. Payments by Ministry of Education for Pension Benefits for Teachers 1974-75 to 1978-79	43
13. Status of Negotiations - Strike Action, Lock-Outs and School Closings September 1, 1975 to August 31, 1976	54
14. Status of Negotiations - Strike Action, Lock-Outs and School Closings September 1, 1976 to August 31, 1977	56
15. On-Grid Elementary Teacher Wage-Bill - Ontario Comparison between 1972-73 and 1976-77	63
16. Basic Expenditure Ceilings Per Pupil 1971 to 1978 inclusive	67
17. Committee on the Costs of Education Statement of Expenditures	326

Graph

1. On-Grid Secondary Teacher Wage-Bill - Ontario 1971-1981	66
--	----

PREFACE

The Committee on the Costs of Education has submitted the following Interim Reports to Her Honour the Lieutenant-Governor of the Province of Ontario:

1. Report on the Education of Elementary and Secondary Teachers in Ontario: Facilities, Organization, Administration, Interim Report Number One.
2. School Building Programs, Interim Report Number Two.
3. Pupil Transportation, Interim Report Number Three.
4. Part I - Planning; Part II - Demographic Influences on School Enrolment, Interim Report Number Four.
5. Educational Agencies and Programs, Interim Report Number Five.
6. Compensation in Elementary and Secondary Education, Interim Report Number Six.
7. Financing Education in Elementary and Secondary Schools, Interim Report Number Seven.

This Final Report provides a summary of the content of the seven Interim Reports, comments briefly on some of the earlier Interim Reports in the light of subsequent events, and provides pertinent information about the work of the Committee.

Early in its deliberations the Committee placed advertisements in newspapers across the province inviting written submissions from organizations and individuals. Later, school boards cooperated in the solicitation of additional submissions from local community groups. The Committee wishes to record its thanks to the organizations and individuals who responded to these invitations by presenting briefs in support of their views and to those who made presentations at the public hearings in a number of centres in different geographic areas of the province. Each submission was given detailed consideration and the many helpful suggestions contributed significantly to the work of the Committee. So that the briefs will be available to those who may wish to refer to them, copies have been placed in the main library of The Ontario Institute for Studies in Education and in the Robarts Library, University of Toronto. Other materials

relating to the work of the Committee have also been placed in libraries. A copy of the complete Minutes and of the transcript of a number of the public hearings will be available in the same libraries where copies of the briefs are located. Copies of all the Reports will be found in the library of each Faculty of Education in the province.

The Committee endeavoured to assess developments in other jurisdictions in Canada and in a number of other countries to determine if these developments might have implications or applicability to the Ontario scene. Much of the required information was secured through correspondence with department of education officials in other provinces, with representatives of particular school boards in these jurisdictions, and with agencies in other countries, particularly in the United States. Where it was considered desirable or necessary to hold consultations or to observe developments at first hand, this responsibility was assigned to selected staff members so that there was no duplication of time, effort, or cost. Committee members made the decision not to travel outside Ontario themselves but they were fully informed through staff reports. The Committee is grateful to those who contributed to its work through their assistance to our staff personnel.

A number of individuals who occupied positions of responsibility with prominent educational institutions, either in the academic or the governance areas, and who in addition, possessed broad experience in other areas of society, were invited to meet with the Committee. Their views on possible courses of action were explored, suggestions for alternative possibilities were sought, and the implications of a variety of proposals already received by the Committee were discussed. These meetings developed new viewpoints and insights that were helpful in subsequent discussions in the Committee.

The Committee records with gratitude the assistance of representatives of the Ministry of Education. Senior officials met with the Committee on numerous occasions to discuss the goals, objectives, programs and organizations of their divisions, branches, sections, and agencies. Other

officials provided administrative services which facilitated greatly the conduct of the Committee's operations. Staff of the Regional offices were particularly helpful in the organization and conduct of the public hearings in their areas.

Many school trustees, school boards, their supervisory staffs, municipal officials, teacher organizations, school and community groups, and other interested individuals and associations made positive contributions to the work of the Committee. We wish to express our appreciation to them and to commend them for their interest, not only in education as an institution in itself, but also in the broader perspective of education in the total society. Their views and understandings were a source of inspiration to the Committee and of hope that quality education will some day be recognized as the vital ingredient in the improvement of the lives of all peoples.

Members of the administrative staff of The Ontario Institute for Studies in Education were most helpful in many ways. The Institute provided office accommodation for the Committee and meeting space whenever it was required. In addition, employees of the Institute provided a wide variety of services without which the work of the Committee would have been made much more difficult. We are indeed grateful for the many courtesies extended to us.

The Committee wishes to express to its staff appreciation of the efforts of all those who contributed to its work. In particular, and without minimizing the contribution of all personnel, reference is made to the work of the Executive Director, Dr. J. R. McCarthy, who undertook other duties on October 15, 1973, but who continued to serve the Committee on a part-time, volunteer basis; to Mr. T. David, Senior Statistician, Department of Education; to Mr. S. Bacsalmasi, Superintendent of Planning and Development, York County Board of Education; to Mr. F. A. Danna, Assistant Superintendent of Business and Finance, Halton County Board of Education; and to Mr. J. M. Ramsay, Director of Education, Simcoe County Board of Education.

Dr. McCarthy and Mr. David were on secondment from the Department of Education. Messrs. Bacsalmasi, Danna, and Ramsay were seconded from the three school boards by which they are employed. A special debt of gratitude is owed to these boards who cooperated at considerable inconvenience to themselves to enable the Committee to benefit from the advice of their personnel.

The Committee was particularly concerned that it ensure its own accountability to the public for fulfilment of its mandate and for its wise use of the resources allocated to it. As a contribution to the attainment of this objective, the Committee has included in this Final Report a financial statement of its operations. Attention of the reader is directed to Appendix N and the explanatory statement that precedes the financial data.

Finally, the Committee wishes to record its thanks for the opportunity to be of service to the public sector. The members believe that they have made a thorough and painstaking analysis of many facets of the educational enterprise. In their judgment, the recommendations in the eight Reports are worthy of consideration, first, in the interests of the education of all children in the province and second, having regard for the resources which may reasonably be expected to be allocated to education as a most important function of and contributor to the society. It is, of course, the responsibility of others to decide on the action to be taken on the recommendations made. The most that can be asked is that the decision-makers give them at least the degree of thought, objective analysis, understanding, and desire for improvement of education that went into their formulation.

INTRODUCTION

The Committee on the Costs of Education has presented seven Interim Reports on a wide spectrum of educational and education-related topics involving financial considerations. In the study of each area and in the formulation of its recommendations, the Committee was guided by a number of principles which it established early in its deliberations. Paramount among these considerations was the provision of quality education made available on the basis of equality of educational opportunity for every child in Ontario. The Committee believed that the people of Ontario would be unwilling to accept any lesser objective towards which the school system should strive. It was also recognized, however, that this objective could only be pursued within the limits of the financial resources that could reasonably be expected to be allocated to education as a high priority social good. It was considered that achievement of equity in funding the costs of education was essential and that any unnecessary expenditures should be eliminated. In the utilization of resources, emphasis was placed on the necessity for long-term planning at all levels of the educational enterprise. Inherent in the Committee's recommendations is recognition of the fact that improvement in education depends to a considerable extent on decentralization of decision-making to the local level. School boards are most knowledgeable about the needs of education in the jurisdictions they serve and must have freedom and responsibility to make decisions affecting their areas and to be held accountable to their constituents for their actions. That way lies progress and improvement. That way lies the best possibility that the educational system will be responsive to the changed and changing circumstances in education and in society.

During the period since the Interim Reports were submitted enough time has elapsed for consideration to have been given to many of the recommendations and, in some cases, for an assessment to have been made about the validity of the recommendations in the light of subsequent events and experience. In this introduction it is proposed to make brief reference to each of the seven Interim Reports already submitted to the Minister of Education.

Interim Report Number One

Report on the Education of Elementary and Secondary Teachers in Ontario: Facilities, Organization, Administration

The Committee decided at the beginning of its work that the preparation of well-educated teachers was basic to the achievement of quality education. It concurred with the recommendations of previous studies that teacher education programs should be conducted in the university context. There were a number of reasons for this conclusion. All candidates for elementary school teacher certification were to be required to have a university degree, so that they would already have spent three or four years in a university setting. As a result, they would be older and more mature than their predecessors. Because of their broader general education, it was considered that they should have the opportunity to acquire a greater knowledge and understanding of the foundations of education as they find expression in psychology, philosophy, sociology, and the history of education. It was felt that this objective could be achieved more readily in a university than in the single-discipline institution of a Teachers' College operated by government.

The Committee developed enrolment projections for the elementary and secondary schools and related these to the demand that was likely to exist for graduates of the teacher education institutions. It is now possible to assess the accuracy of the enrolment projections made by the Committee for the five-year period and to consider their implications for the number of teacher education institutions required.

Enrolment

(a) Elementary

The actual enrolment at the elementary level in September, 1971, in Interim Report Number One, was 1,456,840.¹ At that time, the projected enrolment

¹ Report on the Education of Elementary and Secondary Teachers in Ontario: Facilities, Organization, Administration, Interim Report Number One, Committee on the Costs of Education, Queen's Printer and Publisher, Toronto, 1972, p. 29.

for September, 1976, was 1,362,864.² The actual enrolment at the latter date was 1,360,085, or 2,779 fewer than had been anticipated. The projection achieved an exceedingly high degree of accuracy in that the percentage of error was 0.20 or one-fifth of one per cent for the five-year period (Table 1). The total projected enrolments at the elementary level for each of the years 1977 to 1981 are expected to be well within reasonable limits in relation to actual enrolments.

(b) Secondary

The actual enrolment at the secondary level in September, 1971, as shown in Interim Report Number One, was 574,520.³ At that time, the projected enrolment for September, 1976, was 643,932.⁴ The actual enrolment at the latter date was 613,055, or 30,877 fewer than had been anticipated. The projection had a margin of error of 4.8 per cent for the five-year period. This is within a reasonable range when it is considered that a greater number of variables become operative at the secondary level, as, for example, the number of students who decide to leave school after the compulsory age for attendance. The trend indicates, however, that the enrolment projection for the period 1977 to 1981 should be amended downward (Table 2).

It is clearly evident from the data that the Ministry of Education has been aware for at least six years that elementary school enrolments were going to decrease drastically with their inevitable impact on the secondary school enrolments in subsequent years. It was for this reason that the Committee on the Costs of Education recommended in its Interim Report Number Four that a sophisticated Planning Unit be established in the Ministry of Education so that consideration could be given to the educational, financial, economic, and social dislocations likely to result from declining enrolments and so that appropriate recommendations could be made

²Ibid., p. 29.

³Ibid., p. 31.

⁴Ibid., p. 31.

TABLE 1

ELEMENTARY

PROJECTED ENROLMENT IN 1971 FOR PERIOD 1972 to 1981

School Year	ACTUAL ENROLMENT 1971 to 1976				Cumulative Actual Annual Increase
	Projected Enrolment 1971	Projected Annual Increase 1971	Cumulative Projected Annual Increase 1971	Actual Enrolment	Actual Annual Increase
1971	1,456,840 (Actual)	- 8,648 (Actual)		1,456,840	- 8,648
1972	1,444,032	-12,808	- 12,808	1,445,101	-11,739
1973	1,426,577	-17,455	- 30,263	1,422,885	-22,216
1974	1,409,350	-17,227	- 47,490	1,404,839	-18,046
1975	1,387,715	-21,635	- 69,125	1,389,478	-15,361
1976	1,362,864	-24,851	- 93,976	1,360,085	-29,393
1977	1,335,622	-27,242	-121,218		
1978	1,307,742	-27,880	-149,098		
1979	1,291,441	-16,301	-165,399		
1980	1,284,969	- 6,472	-171,871		
1981	1,292,022	7,053	-164,818		

Actual Figures: 1971 to 1976¹

Projections (1971): 1972 to 1981.

¹Reports of the Minister of Education, 1971 to 1976 inclusive.

TABLE 2

SECONDARY

PROJECTED ENROLMENT IN 1971 FOR PERIOD 1972 to 1981

ACTUAL ENROLMENT 1971 to 1976

School Year	Projected Enrolment 1971	Projected Annual Increase 1971	Cumulative Projected Annual Increase 1971	Actual Enrolment	Actual Annual Increase	Cumulative Actual Annual Increase
1971	574,520(Actual)	17,607(Actual)		574,520	17,607	
1972	592,023	17,503	17,503	583,013	8,493	8,493
1973	607,940	15,917	33,420	585,725	2,712	11,205
1974	624,332	16,392	49,812	589,650	3,925	15,130
1975	636,718	12,386	62,198	605,160	15,510	30,640
1976	643,932	7,214	69,412	613,055	7,895	38,535
1977	646,041	2,109				
1978	645,743	- 298				
1979	643,023	- 2,720				
1980	628,333	-14,690				
1981	606,299	-22,034				

Actual Figures: 1971 to 1976¹

Projections (1971): 1972 to 1981.

¹Reports of the Minister of Education, 1971 to 1976 inclusive.

early enough to permit rational decisions to be made to reduce as far as possible any negative impact.

In the summer of 1977, the Minister of Education appointed a one-man commission to study the impact of declining enrolments. The work of this commission will continue well into 1978, so that any recommendations to be made by it will come more than six years after the magnitude of the problems associated with declining enrolments were identified and reported to the Minister of Education by this Committee. Other studies and reports have in more recent years also dealt with the impact of declining enrolments in Ontario,^{5,6} and in other jurisdictions.⁷

Teachers

Interim Report Number One identified clearly the impact of declining enrolments on the number of teachers to be educated after 1971, and made specific recommendations to meet the problem and to conserve scarce financial resources. In 1971, there were thirteen institutions for the professional preparation of elementary school teachers and three for teachers for secondary schools. Of the former Teachers' Colleges, the Lakehead, St. Catharines, Lakeshore, Ottawa (bilingual) and Windsor institutions had been transferred to the jurisdiction of Lakehead University, Brock University, York University, University of Ottawa, and the University of Windsor respectively. As a result of recommendations made in February, 1972, the Minister of Education announced on May 25, 1973, when he released Interim Report Number One, that steps would be taken to transfer Sudbury Teacher's College (bilingual) to Laurentian University; North Bay Teachers' College to Nipissing College; and London Teachers' College to The University of Western

⁵Rideout, E. B., et al., Meeting Problems of Declining Enrolment, The Minister of Education, Ontario, Toronto, 1975.

⁶Rideout, E. B., et al., Educational, Social, and Financial Implications to School Boards of Declining Enrolments, The Minister of Education, Ontario, Toronto, 1977.

⁷Report of the Illinois Task Force on Declining Enrolments in the Public Schools, Illinois Office of Education, Springfield, 1975.

Ontario where it would form part of the Faculty of Education which was already preparing secondary school teachers.

In addition, the Minister of Education announced the closing of the Peterborough Teachers' College and the Stratford Teachers' College, as recommended by the Committee.

The Committee had also recommended that the Ottawa Teachers' College (English) and the Hamilton Teachers' College be closed. It was also proposed that the Toronto Teachers' College be integrated with the then College of Education, University of Toronto, so that the latter institution would then prepare both elementary and secondary school teachers. In the announcement of May 25, 1973, the Minister of Education stated that final decisions on the place of these institutions would be made at a later date, based on continuing analysis and review of all matters pertaining to teacher education in Ontario.⁸

Later, the Minister announced the transfer of the Ottawa Teachers' College (English) to the University of Ottawa and the formation of the Ontario Teacher Education College with two campuses, one the existing Toronto Teachers' College and the other the Hamilton Teachers' College. These institutions are still in operation and still preparing graduates for work in the elementary schools. In the light of events since 1971, when the Committee prepared its Interim Report Number One, it is evident that the original recommendations regarding these three institutions were sound and, if implemented, would have resulted in substantial financial savings while, at the same time, would have made more than ample provision for preparation of any additional teachers required.

(a) Elementary

In 1971, the Committee made its projection of the number of teachers required on the basis of a teacher:pupil ratio of 1:24.976. Because of the number of variables involved, it was considered impossible to determine in

⁸"Teacher Education", Press release by the Honourable Thomas L. Wells, Minister of Education, Ontario, May 25, 1973, (Mimeographed), p. 5.

advance how the teacher:pupil ratio might change. The calculations of the number of teachers required was, therefore, based on the figure of 24.976 in 1971. In fact, the teacher:pupil ratio was lowered from 24.976 in 1971 to 23.528 in 1976, or by 1.448, as shown in Table 3. This reduction in the ratio would have accounted for an increase in the number of teachers from a projected 54,567 in 1976 to 57,924 in 1976 or 3,357 teachers, on the projected enrolment of 1,362,864 for 1976. It actually accounted for an increase in the number of teachers from a projected 54,567 for 1976 to 57,807 for 1976, or 3,240 teachers on the actual enrolment of 1,360,085 in 1976. Consequently, the margin of error in the number of teachers between 1971 and 1976 was 117 for the whole province.

(b) Secondary

In 1971, the Committee made its projection of the number of teachers required on the basis of a teacher:pupil ratio of 1:16.668. Again, it was not possible to predict how the teacher:pupil ratio might change. The calculations of the number of teachers required was, therefore, based on continuation of the ratio of 1:16.668 in effect in 1971. In fact, the ratio increased by .673. This would have resulted in a decrease in the projected number of teachers for 1976 from 38,633 to 37,133, or 1,500 fewer, based on the projected enrolment of 643,932. Based on the actual enrolment of 613,055 in 1976, the decrease from the projected number of teachers of 38,633 was 3,281 to an actual total of 35,352. The latter figure gave an increase in the number of teachers between 1971 and 1976 of 883.

Withdrawal and Acquisition of Teachers

(a) Elementary

The actual number of teachers who withdrew from the profession at the elementary level in each of the years 1971 to 1975 was fewer than the projected withdrawals. For all but 1974, the number of acquisitions was also below the projected numbers. More teachers were remaining in their positions, probably reflecting the reduced job market and uncertainties associated with the economic situation. Reduction in the number of teacher acquisitions was reflected in fewer new graduates being hired.

TABLE 3

ELEMENTARY

TEACHERS, TEACHER:PUPIL RATIO, TEACHER WITHDRAWALS
AND ACQUISITIONS, ACQUISITION OF NEW GRADUATES, 1971 to 1981

School Year	Projected Teachers 1971	Actual Teachers	Projected Teacher: Pupil Ratio 1971	Actual Teacher: Pupil Ratio	Projected Teacher Withdrawals 1971	Actual Teacher Withdrawals	Projected Teacher Acquisitions 1971	Actual Teacher Acquisitions	Projected Acquisition of New Graduates 1971	Actual Acquisition of New Graduates
1971	58,329(Actual)	58,329	24.976	24.976	8,378	7,417	7,866	7,079	3,616	3,616
1972	57,817	57,991	24.976	24.919	8,297	7,569	7,598	6,208	4,386	3,306
1973	57,118	56,630		25.126	8,186	7,375	7,496	7,423	4,262	2,622
1974	56,428	56,678		24.786	8,076	7,141	7,210	8,630	4,215	2,696
1975	55,562	58,167		23.888	7,939	6,697	6,944	6,337	4,083	3,197
1976	54,567	57,807		23.528	7,781		6,690		3,961	2,753
1977	53,476				7,607		6,491		3,844	
1978	52,360				7,430		6,777		3,752	
1979	51,707				7,326		7,067		3,884	
1980	51,448				7,285		7,568		4,018	
1981	51,731								4,248	

(b) Secondary

The actual number of withdrawals from the profession at the secondary level was considerably below the projected numbers. Part of the difference can be attributed to the lower rate of increase in actual student enrolment than had been projected. The increase in teacher:pupil ratio was also a factor. But other circumstances such as reduced mobility in the employment field, economic uncertainty, and the impact of inflation undoubtedly contributed to a lower rate of withdrawal. The fact that there were fewer withdrawals resulted in fewer acquisitions and a considerably decreased number of new graduates securing teaching positions, as shown in Table 4.

Enrolment in Teacher Education Institutions

(a) Elementary

Enrolments in programs for the preparation of elementary school teachers have declined substantially since 1970. From a total enrolment of 7,571 in 1970, the numbers declined to a low of 1,780 in 1973 and then increased to 3,311 in 1976. Even though the Peterborough Teachers' College and the Stratford Teachers' College were closed in the summer of 1973, there was no compensating increase in the other institutions in that year, except that 103 students entered the elementary school preparation program at Queen's University.

The projection of elementary school enrolment made in 1971 and the corresponding projections of teacher withdrawals and acquisitions led the Committee to recommend the closing not only of the Peterborough Teachers' College and the Stratford Teachers' College but also of the Hamilton Teachers' College, the Ottawa Teachers' College (English) and the Toronto Teachers' College. It further recommended that the then College of Education, University of Toronto, offer a program for the education of both elementary and secondary teachers. The data in Table 3 and Table 5 reinforce even further the recommendations of the Committee in 1971 regarding these institutions. Instead, the decision was to continue the Ottawa Teachers' College (English) within the Faculty of Education, University of Ottawa, and

TABLE 4

SECONDARY

TEACHERS, TEACHER:PUPIL RATIO, TEACHER WITHDRAWALS
AND ACQUISITIONS, ACQUISITION OF NEW GRADUATES, 1971 to 1981

School Year	Projected Teachers 1971	Actual Teachers	Projected Teacher: Pupil Ratio 1971	Actual Teacher: Pupil Ratio	Projected Teacher Withdrawals 1971	Actual Teacher Withdrawals	Projected Teacher Acquisitions 1971	Actual Teacher Acquisitions	Projected Acquisition of New Graduates 1971	Actual Acquisition of New Graduates
1971	34,469 (Actual)	34,469	16.668	16.668	3,924	3,273	4,973	3,353	2,388	2,388
1972	35,518	34,549	16.668	16.875	4,054	2,960	5,009	2,300	2,756	1,838
1973	36,473	33,889		17.284	4,172	2,781	5,156	3,123	2,774	1,263
1974	37,457	34,231		17.226	4,293	2,555	5,036	3,150	2,845	1,557
1975	38,200	34,826		17.378	4,385	2,325	4,818	2,851	2,787	1,474
1976	38,633	35,352		17.341	4,439		4,565		2,680	1,435
1977	38,759				4,454		4,436		2,558	
1978	38,741				4,452		4,289		2,495	
1979	38,578				4,432		3,551		2,424	
1980	37,697				4,323		3,001		2,065	
1981	36,375								1,797	

TABLE 5

ENROLMENT IN TEACHER EDUCATION

INSTITUTIONS

1970-71 to 1976-77^a

Elementary		Lake-head	Lake-shore	London	North Bay	Ottawa	St.Catharines		Sudbury	Toronto	Univer-sity of Ottawa	Windsor	Queen's	Total
Year	Hamil-ton OTEC	Lake-head U.	York U.	West-ern U.	Nipis-sing College	Ottawa U.	Peter-borough	Brock U.	Strat-ford	Lauren-tian U.	Toronto OTEC	Windsor U.	Queen's U.	Total
1970-71	827	212	864	657	392	840	356	322	345	192	1,857	426		7,571
1971-72	439	136	497	355	170	311	136	118	182	201	1,263	193		4,196
1972-73	335	109	414	266	135	231	118	199	121	85	791	192		3,139
1973-74	253	46	207	213	51	124		137		73	343	144	103	1,780
1974-75	306	43	176	337	101	162		154		108	461	166	115	2,229
1975-76	506	62	28 ^b	456	141	210		269		116	1,037	301	142	3,347
1976-77	418	125	94 ^b	452	206	175		236		144	836	284	225	3,311

Secondary		Lake-head	York	West-ern U.	Brock U.		Toronto	Univer-sity of Ottawa	Windsor	Queen's	Total
Year		U.	U.	U.			U.	Ottawa	U.	U.	Total
1970-71		105		764			1,475	113		333	2,790
1971-72		168		762			1,455	117		631	3,133
1972-73		113		733			1,553	125		722	3,246
1973-74		100		637			1,491	118	96	594	3,036
1974-75		102	5	744	40		1,840	88	70	623	3,512
1975-76		135	9	728	47		1,936	100	132	675	3,762
1976-77		121	29	591	32		1,879	148	149	690	3,639

Source: Reports of the Minister of Education.

Notes: ^aAt October 15 each year.

^bConcurrent course only.

to perpetuate the Toronto Teachers' College and the Hamilton Teachers' College within the framework of the Ontario Teacher Education College.

If the Hamilton Teachers' College and the Ottawa Teachers' College had been closed in 1973, as recommended, there would have been 1,483 fewer students enrolled in the first institution in the following four years from 1973 to 1976 inclusive and 671 fewer in the latter institution for the same period for a total of 2,154. To these numbers there would have to be added the reduced number as a result of discontinuance of the Toronto Teachers' College as a separate entity and the reduced numbers for the academic year 1977-78 for all three institutions. A conservative estimate would be a total reduced number of graduates of 3,000 in the years 1974 to 1978 inclusive. The number of newly-certificated teachers would then have been approximately equivalent to the number of new teachers required. If the recommended action had been taken, it would have avoided the tremendous wastage of time and effort of many young people who have been unsuccessful in securing employment in the teaching profession with all that that implies in terms of frustration, disappointment, disillusionment and resentment towards those responsible in large part for their predicament. In addition, the taxpayer finds it difficult to accept the fact that large sums of money have been expended and are continuing to be spent to prepare teachers who are not needed and that, as a result, scarce financial resources are not available for high priority purposes.

(b) Secondary

The total enrolment in teacher education institutions at the secondary level increased from 2,790 in 1970 to 3,639 in 1976 (Table 5). Because of a lower rate of increase in enrolment than anticipated and a reduction in the number of teacher withdrawals from the profession, for reasons already cited, there was a substantial decrease in the number of teacher acquisitions and in the number of acquisitions of new graduates. The number of new graduates required was, therefore, substantially below the numbers being certificated (Table 4 and Table 5).

Conclusions

In Interim Report Number One, submitted in February, 1972, the Committee recommended that the Stratford Teachers' College and the Peterborough Teachers' College be closed at the end of the academic session, 1971-72. These Colleges continued to operate in 1972-73, but were closed in the summer of 1973.

The Committee also recommended that the Ottawa Teachers' College (English) be closed at the end of the academic session, 1972-73. Instead, the Ottawa Teachers' College (English) became part of the Faculty of Education, University of Ottawa, and continued to train elementary school teachers.

In addition, the Committee recommended that the Hamilton Teachers' College and the Toronto Teachers' College be closed with provision being made within the then College of Education, University of Toronto, for the preparation of some elementary school teachers. Instead, both Colleges have been continued in operation as before but with the two campuses being designated as the Ontario Teacher Education College.

The Peterborough Teachers' College and the Stratford Teachers' College were not needed in 1972-73. The organizations for the preparation of elementary school teachers within the University of Ottawa (English) and the Hamilton Teachers' College and the Toronto Teachers' College have continued to be operated unnecessarily since 1973.

Interim Report Number Two

School Building Programs

When Interim Report Number Two was forwarded to the Minister of Education in October, 1972, there was clear evidence that most school board jurisdictions were going to have a considerable amount of excess accommodation in the elementary schools. At the secondary level the actual increase in enrolment in September, 1972, was less than half the projected number for that year. With an anticipated maximum enrolment in 1977, it was evident that extreme caution should be exercised to ensure that no additional unnecessary secondary school space be provided. On the basis of the data and information it had developed, the Committee recommended that the amount of capital money to be made available to The Ontario Education Capital Aid Corporation to provide accommodation in elementary and secondary schools be limited to \$50 millions per year for each of the fiscal years 1973-74 to 1981-82 inclusive, a reduction of \$109 millions below the amount allocated for 1972.¹ The Committee was concerned not only that no funds be committed on a long-term basis for the provision of non-essential accommodation but also that additional costs for increasingly expensive energy and other operating and maintenance purposes be avoided.

When the Minister of Education released Interim Report Number Two in November, 1972, he stated² that in his view the amount of \$50 millions for each of 1973-74 and subsequent years might be too small to meet the need, even in the light of the projected decrease in enrolments and of the excess accommodation already in existence. Developments since 1972 have only served to confirm the soundness of the Committee's recommendation that the sum of \$50 millions per year was quite adequate to meet any need for essential accommodation in the few areas where school population was likely to increase and in the jurisdictions where replacement of some antiquated facilities might be considered necessary.

¹School Building Programs, Interim Report Number Two, Committee on the Costs of Education, Toronto, October, 1972, p. 16.

²Press release, (Mimeographed) Honourable Thomas L. Wells, Toronto, November, 1972.

If, however, considerations other than the provision of essential accommodation were to be accepted by the Ministry of Education in granting approvals for construction of additional facilities, it was evident that the amount of \$50 millions would be exceeded.

A substantial amount of new school accommodation has been provided since Interim Report Number Two was submitted in October, 1972, as shown in Table 6. During the period 1973-74 to 1976-77, there was a net loss in enrolment of 85,016 pupils at the elementary level while the number of new and replacement pupil places provided totalled 126,417. The combined total of places made available by declining enrolment and new construction was, therefore, 211,433. After deducting the replacement pupil places, the net gain was still approximately 200,000 pupil places. A number of the new pupil places can be justified by the needs of the few areas where school population was still increasing.

At the secondary level, the increase in enrolment in the period 1973-74 to 1976-77 was 30,042. The number of new and replacement pupil places provided was 35,195. The net gain in pupil places was 5,153. While this was a modest increase, it has to be assessed in the context of the tremendous increase in pupil places provided in the 1960s under the provisions of The Technical and Vocational Training Assistance Act 1960 and the excess accommodation that was made available under that program.

The cost of the accommodation completed during the period 1973-74 to 1976-77 was substantial. At the elementary level it totalled \$299,740,000 and at the secondary level \$156,525,000., for an overall total of \$456,265,000. These figures are based on costs at the tender stage so it is likely that the actual costs at completion were slightly higher.

During the period of the late 1940s, 1950s, and to the mid-1960s, school boards financed the construction of school buildings through debentures issued by municipal councils and, in the case of Roman Catholic Separate School boards, by debentures issued by the boards themselves. By the mid-1960s interest rates had reached high levels and it became difficult for

TABLE 6

SCHOOL BUILDING CONSTRUCTION - NEW SCHOOLS
AND ADDITIONS 1967 TO 1976-77

Elementary
Year¹

	Net gain or loss in enrolment	Number of projects ² completed	New and replacement pupil places	Total cost at tender stage (\$)
1967	40,181	330	72,800	91,117,000
1968	25,538	355	77,742	114,417,000
1969	25,527	333	67,374	115,395,000
1970	9,371	243	74,074	116,832,000
1971	- 8,648	215	60,486	97,415,000
1972	-11,739	221	46,453	88,957,000
1973-74 ³	-22,216	226	36,704	80,721,000
1974-75	-18,046	110	28,864	57,730,000
1975-76	-15,361	163	35,784	88,735,000
1976-77	-29,393	108	25,065	72,554,000
Total	- 4,786	2,775	607,491	1,016,580,000

Secondary

1967	27,710	108	40,750	135,540,000
1968	37,071	56	28,457	101,950,000
1969	29,872	56	26,472	93,451,000
1970	26,234	65	35,329	117,336,000
1971	17,607	81	28,785	128,231,000
1972	8,493	67	27,287	93,713,000
1973-74 ³	2,712	64	12,670	48,598,000
1974-75	3,925	31	8,789	35,772,000
1975-76	15,510	54	7,404	36,402,000
1976-77	7,895	25	6,332	35,753,000
Total	177,029	723	278,250	974,839,000

Notes: ¹With the exception of "net gain in enrolment", which is on a September 30 base, the data are on a calendar-year base until 1972. Since 1972, the data base has been a fiscal year - April 1 to March 31.

²Building projects are counted in the year of completion.

³Also contains data for the period January 1 to March 31, 1973, inclusive. Therefore, 1973-74 is not strictly comparable with other years.

Source: Education Statistics Ontario, 1976, Ministry of Education, Ontario, 1977, p. 127.

some issuing bodies to borrow for the provision of additional school facilities. To assist local authorities, the province established The Ontario Education Capital Aid Corporation in 1966. The Corporation purchased debentures at a lower interest rate than the issuing bodies could secure on their own in the open money market. In 1969, all school boards in the province, except the Metropolitan Toronto School Board, assumed responsibility for issuing their own debentures and the Corporation continued to purchase them from boards and the municipality of Metropolitan Toronto at preferred interest rates. These arrangements have continued to the present time.

The approved amount of the annual repayment of principal and interest on debentures issued by local authorities has been eligible for inclusion in approved costs for legislative grant purposes. This procedure enabled school boards and the province to avoid the extreme distortions in their annual budgets that would have resulted if the full cost of the bulge in capital expenditures had had to be borne in the year in which buildings were completed. It also meant that those who benefited from their use in the future would share in their cost.

The Ontario Education Capital Aid Corporation has played a significant role in the financing of school accommodation. The figures in Table 7 indicate the magnitude of the investment. At March 31, 1977, the cumulative gross debt was slightly in excess of \$1½ billions and was still increasing. The province was still allocating substantial sums, estimated at \$82 millions for 1977-78 and \$79 millions for 1978-79, for school construction.

The principal maturities as determined in 1977 for the period 1978 to 1997 are shown in Table 8. These amounts are calculated without consideration of additional advances subsequent to 1976. The repayments will increase annually until 1987 when the amount will be almost \$101 millions and will then decline until 1997, again not taking into account advances after 1976. The balance sheet for the Corporation at March 31, 1977, is shown in Table 9.

Effective January 1, 1979, it is proposed that the government switch its

TABLE 7

THE ONTARIO EDUCATION CAPITAL AID CORPORATION
LOANS AND ADVANCES, REPAYMENT OF LOANS AND ADVANCES,
INCREASE IN GROSS DEBT, CUMULATIVE GROSS DEBT
FISCAL YEARS 1966-67 TO 1978-79

<u>Fiscal Year¹</u>	<u>Loans and Advances (\$000)</u>	<u>Repayment of Loans and Advances (\$000)</u>	<u>Increase in Gross Debt (\$000)</u>	<u>Cumulative Gross Debt (\$000)</u>
1966-67	\$166,185	N/A	\$166,185	\$ 166,185
1967-68	167,555	\$ 6,931	160,624	326,809
1968-69	180,285	14,316	165,969	492,778
1969-70	200,550	20,980	179,569	672,347
1970-71	201,512	28,687	172,826	845,173
1971-72	198,276	31,340	166,936	1,012,109
1972-73	126,497	37,115	89,382	1,100,774
1973-74	86,865	41,841	45,024	1,145,798
1974-75	87,370	46,086	41,284	1,187,082
1975-76	97,657	51,292	46,365	1,233,447
1976-77	77,324	56,549	20,775	1,254,223
1977-78	82,000 (Estimate)			
1978-79	79,000 (Estimate)			

Sources: Report of the Provincial Auditor to the Legislative Assembly.
Expenditure Estimates 1977-78, Vol. 1, General Government,
Queen's Printer, Toronto, 1977, p. G101.
Expenditure Estimates 1978-79, Vol. 1. General Government,
Queen's Printer, Toronto, 1978, p. G87.

TABLE 8

THE ONTARIO EDUCATION CAPITAL AID CORPORATION
INVESTMENTS AS AT MARCH 31, 1977
ANALYSIS BY YEAR OF MATURITY
AND BY RATE OF INTEREST

<u>YEAR OF MATURITY</u>		<u>RATE OF INTEREST</u>	
<u>Year Ending March 31</u>	<u>Principal Maturities 1977</u>	<u>Interest Rate %</u>	<u>Par Value 1977</u>
1978	\$ 61,048,700	5.50	\$ 183,962,500
1979	64,619,700	6.50	56,802,500
1980	68,374,200		
1981	71,814,200	6.75	112,399,000
1982	75,796,200	7.00	106,487,500
1983	79,936,200		
1984	84,611,800	7.25	152,637,000
1985	90,121,800	7.50	180,906,500
1986	95,495,300		
1987	100,912,900	7.75	96,204,000
1988	93,035,900	8.00	85,889,000
1989	83,953,900		
1990	71,578,000	8.25	30,660,000
1991	59,476,500	8.50	36,314,000
1992	48,826,500		
1993	34,962,500	8.75	43,451,000
1994	26,879,500	9.00	53,557,000
1995	21,048,000		
1996	15,110,000	9.25	96,673,000
1997	6,925,000	9.50	18,583,800
	<hr/> 1,254,526,800		<hr/> 1,254,526,800
Deduct:			
Unamortized net discount on debentures purchased	665,660		665,660
	<hr/> 1,253,861,140		<hr/> 1,253,861,140
	<hr/> <hr/>		<hr/> <hr/>

Source: Report of the Provincial Auditor, 1976-77.

TABLE 9

ONTARIO EDUCATION CAPITAL AID CORPORATION

BALANCE SHEET AS AT MARCH 31

FOR YEARS 1973 to 1977 inclusive

ASSETS	1977	1976	1975	1974	1973
Cash	\$ 5,105	\$ 5,159	\$ 5,310	\$ 70,348	\$ 5,242
Accrued interest receivable on investments	24,446,706	23,943,413	22,702,153	21,626,378	20,658,126
Investments (at cost, net of unamortized discount and premium), per attached Schedule Debentures of municipalities and school boards maturing in years to 1997	(1977 to 1997) 1,253,861,140	(1976 to 1996) 1,233,099,096	(1975 to 1995) 1,186,628,208	(1974 to 1994) 1,145,344,171	(1973 to 1993) 1,100,042,490
	1,278,312,951	1,257,047,668	1,209,335,671	1,167,040,897	1,120,705,858
LIABILITIES					
Accrued interest payable on advances	24,090,402	23,600,339	22,253,714	21,242,582	19,931,800
Advances from the Treasurer of Ontario	1,254,222,549	1,233,447,329	1,187,081,957	1,145,798,315	1,100,774,058
	\$1,278,312,951	\$1,257,047,668	\$1,209,335,671	\$1,167,040,897	\$1,120,705,858

Source: Public Accounts - Ontario

capital assistance from debentures purchased by the Corporation from school boards to front-end grants.³ This means that "Provincial capital assistance will be placed on a pay-as-you-go basis instead of being spread over several decades through capitalization." Now that the need for investment in school buildings has declined, it is possible to make this change without major distortions in the province's annual budget. The new procedure will mean that any approval of a capital expenditure by a school board will result in payment of a lump sum by the province to the board as the province's contribution to the project. It is still not clear how the school board will finance the remaining proportion of the cost of a project. It may be that the Corporation will continue to purchase debentures from a school board with the board paying the total amount of the annual payment of principal and interest. Or, it may be that school boards will be required to borrow on the open money market, as was the case prior to 1966.

Conclusions

There are a number of important conclusions to be drawn from the province's experience in the provision and financing of school accommodation. It is evident that a considerable amount of excess accommodation has been provided in Ontario. Much of that accommodation has now to be sold, rented, or closed and left unoccupied. Many school jurisdictions have already experienced problems in this area and are endeavoring to find acceptable solutions. Specific examples are the boards of education in the boroughs of Etobicoke and North York in the Metropolitan Toronto area where well-considered plans are being implemented. In these examples, the original building programs can be justified on the basis that no other accommodation was available at the time the schools were constructed.

A different situation exists to-day. While the demand for new school accommodation exists in a specific geographic area within the jurisdiction of a school board, the same board may have excess accommodation in other areas within its jurisdiction. Examples are the Scarborough Board of Education

³ Ontario Budget 1978, Budget Paper C, Ministry of Treasury, Economics and Intergovernmental Affairs Fiscal Policy Division, Toronto, 1979, pp. 10-12.

and the Peel Board of Education. In those specific areas where, because of new residential construction, the need for school accommodation exists there is now an alternative not formerly available. School boards can transport pupils from new subdivisions to existing vacant accommodation. Certainly there would be political pressures to provide new schools within walking distance of pupils' homes. In weighing the alternatives the school board must decide if it is willing to commit all the taxpayers to repayment of debentures with interest for twenty years and if it is prepared to allocate these resources for this purpose with the resulting limitation on available funds for the educational program for all children in the jurisdiction. It must also decide if, in a few years, it will be prepared to face the necessity of declaring more space redundant.

Given the magnitude of the existing capital debt for schools, it seems foolhardy to add to that indebtedness except for essential and unavoidable construction. The continuing commitment by the province of funds at the estimated levels of \$82 millions and \$79 millions for the fiscal years 1977-78 and 1978-79 respectively is excessive in the light of the declining enrolment already experienced and contemplated; of the present economic climate; of the present financial burden being borne by taxpayers; and of the need to avoid long-term financial commitments in favour of the provision of financial resources for the on-going educational program.

Unnecessary school buildings divert scarce tax dollars and resources, land, materials and labour away from to-day's real human needs. Once committed for unnecessary accommodation, these resources cannot be recycled to fill other pressing needs of the people of Ontario, they add to the annual costs of education, and they require for generations the allocation of resources to operate them. The prudent decision in these circumstances seems evident.

Interim Report Number Three

Pupil Transportation

In Interim Report Number Three, submitted in May, 1973, the Committee made a number of recommendations for more effective organization for the delivery of transportation services, for more equitable distribution of financing the costs of these services, and for improvement in the quality of the services, with particular emphasis on safety standards.

During the period since 1971-72, there has been some increase in the numbers of pupils transported. At the elementary level, the increase was from a total number of pupils transported in 1971-72 of 373,880 to 412,750 transported between home and school by school bus in 1975-76. The corresponding figures at the secondary level are 171,166 and 180,989. To the second figure at each level should be added summer school transportation by school bus, school to school transportation of classes by school bus, public transit pupil transportation, weekly transportation, and transportation to and from Ontario Schools for the Deaf and the Blind.

Increases in the costs of transportation have been dramatic. In 1971-72, the actual cost at the elementary level was \$35,525,600 and at the secondary level \$20,824,200, for a total of \$56,349,800. In 1975-76, the corresponding figures were \$73,141,534 and \$39,282,210 for a total of \$112,423,744. This represents a doubling of the cost in the five-year period.

There is unlikely to be any reduction in the costs of transportation in the future. The impact of declining enrolments will rarely mean abandonment of transportation routes. Because of fewer pupils along the same route, the per pupil cost is likely to increase. In addition, closing of more schools will mean an increase in the number of pupils who will have to be transported to an operating school near their place of residence. While the result will be an increase in the total cost of transportation, there will be some off-setting economies through elimination of expenditures for energy, operation and maintenance of closed schools. There

could be considerable net revenue to school boards if they are able to lease unused facilities at a competitive rental rate and if the Ministry of Education will remove some of its restrictive requirements regarding the purposes for which excess accommodation may be utilized and if it will permit school boards to retain revenues derived from rentals without penalty for grant purposes.

In any case, allocation of funds for transportation of pupils is a substantial item in the budget of most school boards. It is imperative that scarce resources be expended in the most effective and efficient manner possible. The Committee's recommendations were designed to achieve these objectives. At the same time, it was considered that savings achieved at the expense of pupil safety would be false economy. While there has been some public discussion of the safety factors relating to school bus vehicles, it is still a fact that the problems, about which the Committee expressed concern in Interim Report Number Three, have not been overcome. The reader is referred to the latter Report for a fuller discussion of the matter.

Interim Report Number Four

Planning and Demographic Influences on School Enrolment

When the Committee submitted its Interim Report Number Four in February, 1974, it attached major importance to the necessity for the development of a planning capability within the Ministry of Education. Because there had not been evidence of any significant response to the impact of declining enrolment and because there did not seem to be an adequate appreciation of the magnitude of the impending decline, a substantial segment of the Report was devoted to "Demographic Influences on School Enrolment."¹

In early 1974, there was a Planning Section in the Planning and Research Branch of the Education Development Division of the Ministry of Education. The Committee considered this unit an inadequate response to the need for planning at the provincial level in terms of its place in the organizational structure, the expertise represented in the personnel of the unit, and the number of staff involved. It recommended that a separate planning unit be established within the Ministry of Education as a staff body reporting to the Deputy Minister of Education.

In 1977, a reorganization within the Ministry of Education resulted in the abolition of the Planning Section and the transfer of most of its staff to the Budget Services Branch in the Administrative and Financial Services Division. The assignment of these personnel to budget analysis duties was more in accord with the role they were performing in the former so-called "Planning Section" and with the expertise they represented. The result, however, was that there was no longer any unit responsible for planning in the Ministry of Education, even in name only. That situation has persisted to the present.

The need for a sophisticated planning unit within the Ministry is even more essential now than it was when the Committee proposed the establishment of

¹Planning and Demographic Influences on School Enrolment, Interim Report Number Four, Committee on the Costs of Education, Toronto, February, 1974, pp. 50-176.

such a unit in February, 1974. There is considerable evidence to support the conclusion that planning within the Ministry is minimal, if not non-existent. There is a strong tendency to deal with important issues on an *ad hoc* or crisis-to-crisis basis. For example, the magnitude of the decline in enrolment after 1971 was evident from the data provided in Interim Report Number One of the Committee, submitted in February, 1972. The enrolment projections provided in studies conducted by Watson and Quazi at The Ontario Institute for Studies in Education, which were funded by the Ministry of Education and, indeed, by projections of the Statistics Branch of the Ministry itself,² all provided evidence, at least as far back as 1971, of the impending decline in enrolment. If, as late as 1974, the Ministry of Education had acted on the recommendation in Interim Report Number Four, that a sophisticated Planning Unit be established within the Ministry, there would have still been time to deal with some of the major issues on a planning basis. The Report recommended that the proposed Planning Unit be staffed by personnel highly competent in the special fields from which they would be drawn and who would be thoroughly familiar with the theory and practice of educational planning. The areas of special competence to be represented were to include at least the fields of education, economics, sociology, finance, demography, statistics and research. The proposed Planning Unit would have been able to provide information and data essential to the planning process, to consult experts in other disciplines and jurisdictions, to conduct or commission research studies on specific topics or problems, to indicate trends and directions, and to make recommendations in an informed and orderly manner based on consideration of all relevant factors.

However, no action was taken on the recommendations for planning for quality education. No reason has been given for the inaction. But if cost was a factor, the wisdom of the decision is highly questionable in the light of subsequent developments. In the summer of 1977, when the problems associated with declining enrolments had reached crisis proportions, the Ministry of Education reacted by appointing a one-man Commission on Declining Enrolments. The Commissioner was given terms of reference to examine all aspects

²Ibid., p. 166.

of the problem, provide an interim report by February, 1978, a little more than six months after his appointment, and to submit a final report in August, 1978, a total period of one year. The result has been a crash program to produce a multiplicity of working papers and information bulletins, some involving an inadequate time for proper consideration of the topics with which they deal, some involving research conducted in too short a time frame, and all without adequate coordination to provide any consistent framework for realistic action. Even if the Commissioner is able to overcome these limitations, when the Commission has finished its work the Ministry will still not have any organization to develop recommendations for future action on a long-term basis. The financial cost of the Commission will be substantial. If a comparable, or even lesser, amount had been allocated to the operation of the recommended Planning Unit since 1974, the essential information could have been provided sooner, it could have been developed in an orderly manner, and it could have been considered for implementation at the most appropriate times.

One report has quoted the Minister of Education in the following terms, "Everyone knew declining enrolment was coming but the urgency of the problem and its ramifications didn't begin to hit us until about 1½ years ago." ... "Teacher collective bargaining was viewed as the top problem in the educational field a few years ago. I suppose some of the criticism might be that we didn't have time to pay attention to other aspects of education then."... "We introduced the declining enrolment factor in our grant ceilings."³ If these are accurate quotations, the circumstances they describe could have been met if the Planning Unit had been established. In particular, better planning within government might have made evident to the decision-makers the undesirability of termination of the declining enrolment factor in the grant calculation at a time when the impact of declining enrolment became more pronounced. If the factor was a valid innovation when it was introduced in 1973, it is difficult to understand why it was dropped in 1976 when the problem it was designed to ameliorate was more severe and has continued to worsen.

³Lipovenko, Dorothy, "Ontario Studies Predicted Dip in School Enrolments," Article in The Globe and Mail, July 19, 1978.

There are numerous other areas where lack of planning and lack of coordination of decision-making within the Ministry of Education are evident. For example, it has been repeatedly pointed out that the non-availability of the General Legislative Grants Regulation until well into the fiscal calendar year precludes planning by school boards. In 1978, the Regulation was not available until early April, 1978, even though it was made on January 23, 1978, and approved⁴ on January 25, 1978. Given the fact that school boards are committed early in the previous year to most of their expenditures for the period January 1 to June 30 in their fiscal calendar year, it is not possible to make substantial adjustments in expenditures in any fiscal calendar year, except for the period September 1 to December 31. Consequently, when the General Legislative Grants Regulation is not received until April of the year to which it applies, it forces school boards, through no fault of their own, to adopt a crisis form of budgeting which is the antithesis of planning. Instead, the province should be able to set out a five-year program for its legislative grants to school boards, a period which it has indicated is essential to permit good planning and which it has repeatedly exhorted school boards to adopt. A modest minimum beginning towards this goal requires that the province indicate the extent of its intended grant support early in one calendar year for the next calendar year. For example, the General Legislative Grants Regulation should be made available not later than April 1, 1979, for the school boards' fiscal calendar year, 1980. It would seem that it should not be beyond the ingenuity of the representatives of the province to overcome the administrative problems that have traditionally been cited as insurmountable obstacles to the achievement of this suggested reform. Certainly, existence of the proposed Planning Unit within the Ministry of Education could facilitate the provision of information on which a decision could be made. If it is decided that it is not possible to achieve the objective of early release of the General Legislative Grants Regulation, the province should frankly make the admission and, at the same time, announce that it has abandoned any hope or expectation that school boards will be able to plan on a long-term, rational basis. While such decisions would result in continuing waste, *ad hoc* decision-making,

⁴Regulations General Legislative Grants, Ontario Regulation 65/78, p. 3.

absence of priorities based on needs, administration on a crisis-to-crisis basis, and constantly fluctuating policies, they would at least let school boards know that it is within this framework that they are expected to and will have to operate.

In Interim Report Number Four reference was made to a planning model. Conrad's definition of comprehensive educational planning in its simplest form was cited "as the application of a process that tends to coordinate all the component parts and sub-systems of an educational system towards realization of the goals of the total system."⁵ Conrad points out the necessity to avoid making decisions about one aspect of the educational enterprise in isolation from other parts and instead recommends a coordinated approach to the planning of curriculum, finance, facilities, support services, public information, and so on. Conrad also observes that "Often times, respecting the specific objectives of one part of the system results in adverse effects on other parts. Intra-system competition develops; fragmentation and friction arise..... A comprehensive educational planning effort can give direction to the total organization, reduce intra-system problems and increase the potential for the total educational system, as well as its parts."⁶

The absence of any overall planning capability for education in Ontario has resulted in decision-making at the provincial level in one area without regard for its impact on other equally important or even more important aspects of the total program. For example, at a time when the province is calling for financial restraint in educational spending the government has announced the introduction of the Heritage Language program. This decision, made by the province without consultation with school boards, increased expectations for educational services at the local level and reordered priorities for a number of school boards. In addition, the cost of the Heritage Language program will have to be borne in large part by local property taxation. Where school boards are already offering programs that result in

⁵Planning and Demographic Influences on School Enrolment, op. cit., pp. 29-31.

⁶Ibid., p. 29.

expenditures above the ceilings for grant purposes, the total cost of the additional program will have to be paid for by increases in the mill rate for property owners. Without assessing the negative and positive arguments that might be put forward about the desirability of the Heritage Language program, the process by which the decision was made at the provincial level exemplifies the negative features against which Conrad warns. It was a decision about one aspect of education taken in isolation without regard for the consequences for other parts of the total program, it was made on a unilateral basis without regard for its impact on school boards which are affected by increased expectations and increased taxation, and resulted in increased tensions between the Ministry of Education and school boards. The kind of planning which Conrad proposes and which the recommended Planning Unit was designed to achieve might well have resulted in recommendations that would have minimized or eliminated the negative factors described. In any case, it would have been possible to give assurance that the matter had been studied in some depth by informed specialists, that those to be affected had had an opportunity to present their views, that the implications were fully understood, and that there was a degree of rationality represented by any decision based on the findings.

Interim Report Number Four emphasized the need for planning for quality education in the declining enrolment period after more than twenty years of quantitative expansion. The concern of the Committee was expressed in statements such as the following: "....., the time is appropriate for a new emphasis on qualitative aspects of education,"⁷ and "Fortunately, the possibility of improving the quality of education is enhanced by the availability of more and better educated entrants to the professional schools of education. But this circumstance alone will not ensure a better quality of education. The need is for educational planning that incorporates in an integrated way such areas as teacher education, curriculum development, teaching methods and procedures, materials, and evaluation."⁸ The concept was of an opportunity to be seized to provide education of higher quality than had ever before been achieved in this province.

⁷Ibid., p. 21.

⁸Ibid., p. 22.

What happened to this vision?

The opportunity that existed a few years ago for achievement of high quality education has been dissipated to a considerable extent in the intervening years. The emphasis is now on unresolved problems that have emerged as a result of the absence of planning in the interval. Indeed, much of the discussion centres around ways of counteracting the decline in birth rates and fertility rates. Reduced school population is seen as a disaster confronting education and society. It might be well to consider the "real" problems that would have emerged if birth rates, fertility rates, and school population increases had continued at the levels that existed in the 1950s and 1960s. If, to the existing costs of education, had to be added the enormous sums that would have been required if enrolments had continued to escalate at their former rates, the tax burden would have been horrendous to say nothing of the other problems that would have existed. Instead of bemoaning the fact of declining enrolment as an unmitigated disaster, we should see this period as a welcome respite from the burdens and problems of continuing expansion. This is not to contend that the problems associated with declining enrolments are easily capable of resolution. They will require ingenuity, imagination and innovation, if they are to be met successfully. But above all they will require that these characteristics be applied in a planning context. If this necessity is realized, it is still possible to seize the opportunity for achievement of high quality education in this province. The exercise of informed and forward-looking leadership by those in positions of responsibility can contribute greatly to the attainment of this goal. To paraphrase a relevant expression, society at its worst needs education at its best. Surely in these difficult times we can settle for nothing less.

Interim Report Number Five

Educational Agencies and Programs

Interim Report Number Five, submitted in March, 1977, dealt with ten different educational agencies and programs. Because of the recency of the Report, it is unnecessary to comment on all of them in this Final Report, since for most of them there have not been substantial new developments during the past year. In two cases, however, a summary statement is presented to describe and elaborate on changes that have occurred with these agencies.

Teachers' Superannuation Fund

In Interim Report Number Five the Committee recommended that no extension of benefits in excess of the prevailing levels be granted by the province until the results of the actuaries' report for the period ended December 31, 1975, and their projections, were made known; and that the cost of any further contemplated benefits be calculated and made known to the public together with plans for the finding of any such extension of benefits.¹ This caution was predicated on a number of factors already known and on the expectation that the effects of a number of assumptions for the period January 1, 1973, to December 31, 1975, would mean that there would be insufficient funds actuarially to meet the commitments already made to the pensioners and contributors. The concerns of the Committee were more than justified by the information provided in the actuaries' report on the state of the Fund as at December 31, 1975,² which was made available after the Committee submitted its Report.

The actuarial valuation showed an unfunded liability (i.e., the excess of the present value of future benefits over the sum of assets and present value of future contributions) of \$1,397 millions as of December 31, 1975.

¹Educational Agencies and Programs, Interim Report Number Five, Committee on the Costs of Education, Toronto, March, 1977, p. 9.

²The Eighteenth Report of the Actuary on the Teachers' Superannuation Fund of the Province of Ontario as at 31st December 1975, Teachers' Superannuation Commission, Toronto, June 30, 1977.

The actuaries estimated that, if all the assumptions used in the previous valuation had been realized and if there had been no changes in the assumptions, the Fund would have had an unfunded liability of \$532 millions. This would have been an improvement over the unfunded liability at December 31, 1972, of \$557,877,000. by an amount of \$25,877,000. However, the conditions necessary to realize a total unfunded liability of \$532 millions at December 31, 1972, did not materialize. Instead, during the period 1973 to 1975, both years inclusive, the unfunded liability increased by \$865 millions over the \$532 millions for the total of \$1,397 millions.

In Interim Report Number Five the Committee drew attention to the fact that salaries had been increasing substantially in recent years and as a result were creating a liability beyond that anticipated in the assumptions for the valuation. Reference was also made to other factors that would influence the financial situation of the Fund. It was also stated that the "cumulative effect of these factors could mean that the excess of expenditure over revenue for the Fund could in future years reach horrendous amounts and under existing legislation could create real problems of funding for the province."³

The actuaries' report⁴ accounts for the unfunded liability for the years 1973 to 1975, both inclusive, in the manner shown in Table 10. The negative impact on the Fund in this three-year period was \$1,332 millions. Increases in interest rates beyond those originally established resulted in additional anticipated revenues of \$467 millions. The net unfunded liability for the period was, therefore, the difference between the two figures, or \$865 millions. It is evident that the assumptions at the time of the previous valuation were unrealistic in the extreme.

³Educational Agencies and Programs, op. cit., pp. 74-75.

⁴The Eighteenth Report of the Actuary, op. cit., p. 1.

TABLE 10

TEACHERS' SUPERANNUATION FUND
UNFUNDED LIABILITY FOR PERIOD
1973 to 1975 inclusive

	Approximate effect on unfunded liability
	\$
(1) Increases in the general level of salaries since 1972 in excess of those anticipated in the previous valuation	389,000,000
(2) Other experience since 1972 differing from that assumed in the previous valuation and miscellaneous items	230,000,000
(3) Changes in the assumed future rates of interest and general salary increase	379,000,000
(4) Changes in other actuarial assumptions	334,000,000
Total	\$1,332,000,000
(5) Interest rates on debentures issued since 1972 in excess of those anticipated in the previous valuation	228,000,000
(6) Change due to recognition of expected excess interest on debentures to be issued in the years 1976 to 1978 inclusive	239,000,000
Total	467,000,000
NET TOTAL	\$ 865,000,000

Source: The Eighteenth Report of the Actuary, March, 1977, p. 1.

Amortization of Unfunded Liability

The statutory payments required to amortize the unfunded liabilities are shown in Table 11. The previously scheduled unfunded liability amortization payments were for the initial unfunded liability of \$328,282,000 in 1966 and for the accumulated residual unfunded liabilities of \$229,595,000 for the periods 1967-1969 and 1970 to 1972. These two amounts provide the total unfunded liability of \$557,877,000, reported in the valuation in 1972.

The amount of the annual payment of interest on the initial unfunded liability of \$328,282,000 was \$19,696,920 in perpetuity with interest at six per cent. By Regulation made under The Pension Benefits Act, 1965, any private pension fund was required to amortize the principal amount of any initial unfunded liability with interest. In the case of a government-sponsored plan, such as the Teachers' Superannuation Fund, it is only necessary to prevent any increase in the initial unfunded liability. Consequently, it is required that only interest be paid on the amount of the initial unfunded liability. Under the new interest rate of seven per cent, the annual payment required to pay the interest is \$22,980,000 in perpetuity.

On the total unfunded residual liability of \$229,595,000 for the periods 1967 to 1969 and 1970 to 1972, the annual payment required to amortize the liability with interest at six per cent was \$21,913,650. to December 31, 1989. In the new schedule the amount is set at \$21,914,000 with interest at seven per cent for each year from January 1, 1976 to December 31, 1989.

The remaining amount of unfunded liability for which a schedule of payments had to be established was \$877,251,000. The Regulation under The Pension Benefits Act, 1965, in effect in 1975, would have required that this total amount be considered an experience deficiency necessitating that it be amortized over a five-year period. However, by an amendment to the Regulation in 1976, an alternative procedure is permitted in the determination of the experience deficiency. The application of the alternative procedure required that only \$24,046,000 of the total of

TABLE 11

TEACHERS' SUPERANNUATION FUND
UNFUNDED ACTUARIAL LIABILITIES

1967 to 1975 inclusive

	Liability	Amount of Liability	Annual Payment 1975	Interest Rate 1975	Annual Payment 1976 +	Interest Rate 1976 +
1966	Initial unfunded	\$ 328,282,000	\$ 19,696,920 (in perpetuity)	6%	\$ 22,980,000 (in perpetuity)	7%
1969	Residual unfunded 1967-1969 inclusive	53,983,000	{ 21,913,650 (to Dec. 31, 1989)	6%	21,914,000 (to Dec. 31, 1989)	7%
1972	Residual unfunded 1970-1972 inclusive	175,612,000				
1975	(a) Experience deficiency 1972-1975 inclusive	24,046,000			5,865,000 (to Dec. 31, 1980)	7%
	(b) Residual unfunded 1972-1975 inclusive	853,205,000			93,677,000 (to Dec. 31, 1990)	7%
	TOTAL				\$144,436,000	

Source: The Eighteenth Report of the Actuary, op. cit., p. 9.

\$877,251,000 be considered an experience deficiency. An annual payment of \$5,865,000 over the five-year period will be required to amortize the amount of \$24,046,000 with interest at seven per cent. The amended Regulation enabled the province to escape for a time having to make an average annual payment of \$175,450,000 plus interest for five years.

But the amendment only deferred the payment of the unfunded liability over a longer period of time with the added interest payments involved. The annual payment to amortize the unfunded liability with interest at seven per cent is \$93,677,000 to December 31, 1990.

The total annual payment for the years 1976 to 1980 inclusive is \$144,436,000; for the years 1981 to 1989 inclusive, it is \$138,571,000; for 1990 it is \$116,657,000; and thereafter \$22,980,000 in perpetuity.

Other Payments by the Province

In addition to the amounts required to pay interest on the initial unfunded liability and to amortize and pay interest on the experience deficiency and the residual unfunded liabilities, the province through the Ministry of Education makes the payments shown in Table 12. For the province's fiscal year 1978-79, the total amount is estimated at \$331,000,000.⁵ These figures seem to substantiate the concern of the Committee as expressed in Interim Report Number Four and to justify the conclusions that the payments required in future years would reach horrendous amounts and that they could create real problems of funding for the province. They also support the Committee's recommendation that no extension of benefits in excess of the then prevailing levels should be granted by the province until the result of the actuaries' report for the period ended December 31, 1975, and their projections, were known and that the cost of any further contemplated improvements in benefits should be calculated and made known to the public together with plans for the funding of any such extension of benefits.⁶

⁵ Expenditure Estimates 1978-79, Volume 4, Social Policy Development Field, pp. S71-S72.

⁶ Educational Agencies and Programs, op. cit., p. 9.

TABLE 12

PAYMENTS BY MINISTRY OF EDUCATION FOR
PENSION BENEFITS FOR TEACHERS

1974-75 to 1978-79^a

<u>Payment for</u>	<u>1978-79^c</u>	<u>1977-78^c</u>	<u>1976-77^b</u>	<u>1975-76^b</u>	<u>1974-75^b</u>
Unfunded liabilities under The Teachers' Superannuation Act	\$ 144,436,000	\$ 4,697,000	\$ 34,696,900 43,827,400	\$ 19,163,120 2,243,650	\$ 23,197,440 45,280,560 55,909,800
Compassionate allowances for ex-teachers	2,200	2,200	2,120	2,120	2,120
Provision to increase, where applicable, annual allowances under The Teachers' Superannuation Act for those superannuated prior to September 1, 1975	17,604,800	18,115,400	18,395,264	21,252,022	13,190,837
Teachers' Superannuation Fund (The Teachers' Superannuation Act, Sections 22 and 23, less recoveries from other Ministries)	120,670,000	105,245,000	82,427,462	73,589,765	65,415,322
Superannuation Adjustment Fund (The Superannuation Adjustment Benefits Act, 1975, Section 8(1), less recoveries from other Ministries)	23,121,000	19,675,000	19,245,938	8,717,899	NIL
Superannuation Adjustment Benefits (The Superannuation Adjustment Benefits Act, 1975, Section 11(2))	25,166,000	14,520,000	8,878,746	1,746,900	NIL
TOTAL	\$331,000,000	\$162,254,600	\$207,473,830	\$126,715,376	\$202,996,079

Note: ^aThe fiscal year for the Province is April 1 to March 31.

Source: ^bPublic Accounts, Queen's Printer for Ontario, Toronto.

^cExpenditure Estimates, Volume 4, Social Policy and Development Field, Queen's Printer, Toronto.

Statutory Contribution Rates to the Fund

Teachers now contribute to the Superannuation Fund six per cent of their salaries, less their required contributions to the Canada Pension Plan. The province matches these contributions.

The actuaries found that the combined teacher-province statutory contribution rate (12 per cent less C.P.P.) is less than the minimum contribution rate required to meet the obligations to which the Fund is committed at the present time. The actuaries concluded that if the matching principle is to be maintained then both the teachers' contribution rate and that of the province should be increased by 0.4 per cent to 6.4 per cent less C.P.P. The actuaries cited one other possibility - if the teachers' contribution rate is not changed then the province's contribution rate should be increased by 0.7 per cent to 6.7 per cent less C.P.P. It is surprising that the actuaries, in recognition of the substantial benefits provided to pensioners by the Fund and the unfunded liabilities already created, did not make reference to at least one other possibility - that the province's contribution rate might remain unchanged and that the contributors' rate might be increased to provide the equivalent amount of money represented by the 6.7 per cent less C.P.P., mentioned as a possible rate for the province.

Responsibility for Employers' Contributions

The employers' contributions have, since the Fund was established on April 1, 1917, been paid by the province out of the Consolidated Revenue Fund. Since most of the contributors are employees of school boards, there is justification for their contributions being included in the cost of operation of school boards and being paid direct to the Fund by school boards. This is already the practice for certain other organizations which employ teachers who are contributors to the Fund. It is also the procedure that was adopted when responsibility for the employers' contributions to the Canada Pension Plan were transferred in 1969 from the province to the school boards as employers. In Interim Report Number Four the Committee recommended that the procedure be extended to include the employers' contributions to the Fund.

The Committee also recommended that the amount contributed to the Fund on behalf of teachers employed by school boards be added to the general legislative grants to compensate school boards for the additional outlay they would have to make. This procedure was also followed when the employers' contributions were made direct to the Canada Pension Plan beginning in 1969. The Committee was conscious of the magnitude of the employers' contributions and concluded that responsibility for these payments could not be assumed by school boards through the property tax. It was also recognized that addition of the total amount of the employers' contribution to the general legislative grants would result in a slightly different and more equitable distribution of the funds among school boards in accordance with the principle of ability to pay based on wealth as measured by equalized assessment.

In 1978, the province chose a different procedure for payment of the employers' contributions. It transferred responsibility for raising the money from itself to school boards by in effect reducing the total amount of the calculated general legislative grants by the amount of its estimated payment to the Fund at the rate of six per cent (less C.P.P.) on salaries for the fiscal calendar year for school boards. The result is that there is no direct payment to the Fund by school boards, the cost of the employers' contributions still will not appear in the operating expenditures of the boards, and the province will still make direct payment of the employers' contributions to the Fund. But the boards will be indirectly responsible for raising through local property taxation the amount of the lump sum payment that the province will make. The manner in which this latter development is being implemented in 1978 is explained in the next paragraph.

The rate of increase in general legislative grants in 1978 over 1977 is 4.79 per cent. An attempt is made to justify this relatively low increase in relation to the obligations of school boards by considering the employers' contributions to the Teachers' Superannuation Fund as a payment to school boards. This is proposed even though the payment is a transfer between the province and the Fund with no involvement of school boards. The amount of the transfer in 1978-79 is estimated at

\$120,670,000., in accordance with Sections 22 and 23 of The Teachers' Superannuation Act.

The Treasurer of Ontario has said: "I make no apology for reformulating the Edmonton Commitment for the future to include major elements of Provincial assistance which should have been in the formula right from the beginning. In particular I added our Provincial payments to the Teachers' Superannuation Fund, which are just as valuable a form of financial assistance to school boards as are general legislative grants."⁷ The effect of this designation of the employers' contributions to the Fund as if they were a general legislative grant and of the abandonment of the Edmonton Commitment, since these contributions were not previously considered to be a transfer payment to school boards, is serious for educational programs. It means that the province has transferred from itself and its tax-raising responsibilities an estimated sum of \$120,670,000 in 1978-79 to school boards and local property taxpayers. While the transfer of a traditionally provincial responsibility may be fiscally and politically attractive to the province, it is at the expense of already overburdened local property taxpayers.

Responsibility for Other Payments

Even more ominous is another statement by the Provincial Treasurer which reads: "To date, the Province has underwritten the actuarial liabilities of the Teachers' Superannuation Fund to maintain the plan's actuarial soundness. This has resulted from the Government assuming the role of employer of the teachers, unlike the OMERS situation where the individual municipalities are the employers. In the future, if TSF funds are to be invested privately, local school boards must assume full responsibility for actuarial liabilities in the same manner as the municipalities accept their financial responsibility with OMERS. Such a transaction will involve extensive discussions with school trustees, teachers and others. It will not begin until after the report of the Royal Commission on Pensions has been received."⁸

⁷Ontario Budget 1978, op. cit., pp. 12-13.

⁸Ibid., p. 16.

The magnitude of the unfunded liabilities and the payments required to be made on them have already been described. The payment in 1978-79 is estimated at \$144 millions and there is a commitment to continue almost at this level to 1989 and 1990. There is also a substantial payment to be made in perpetuity. If these obligations of the province are also to be transferred to school boards, the combined impact on local property taxpayers and the educational program will be calamitous. Any such transfer will have to be justified on the basis of political and financial expediency alone without regard for fairness or rational decision-making. All of the obligations to the Fund were the result of decisions made by the province in consultation with representatives of the teachers. School boards were not involved in or a party to these deliberations and resulting commitments. Under these circumstances, to transfer to school boards the financial consequences of politically-attractive decisions made years ago by the province would be the height of irresponsibility.

There are other continuing payments to the Fund by the province, in addition to those required to meet the unfunded liabilities. In 1978-79, an estimated amount of \$17,607,000 is provided to increase, where applicable, annual allowances to those superannuated prior to September 1, 1975. Amounts of \$23,121,000 and \$25,166,000 for a total of \$48,287,000 are included under the provisions of The Superannuation Adjustment Benefits Act, 1975. Altogether these supplementary payments total \$65,894,000. It is unlikely that it would be the intention to transfer financial responsibility for these payments from the province to school boards. However, in 1978-79, the province includes the annual employers' contributions of six per cent (less C.P.P.), the payment on the unfunded liabilities, and the supplementary payments referred to in this paragraph in the total of \$331 millions under the heading of "Teachers' Superannuation."⁹ The significance of this classification is not apparent at the present time.

⁹Ontario Budget 1978, op. cit., p. 12.

Metropolitan Toronto School Board

For reasons which were described in detail in Interim Report Number Five submitted in March, 1977, the Committee recommended that, effective December 31, 1977, or as soon as possible thereafter, the Metropolitan Toronto School Board be abolished and that any necessary functions it performs be assigned to the area boards in the Metropolitan area.¹⁰

In the Report of the Royal Commission on Metropolitan Toronto,¹¹ the Commissioner, the Honourable John P. Robarts, recommended that the "direct educational responsibilities of the Metropolitan Toronto School Board be transferred to the area boards of education, with provision made to ensure that no child is thereby denied access to appropriate educational services."¹² In a somewhat detailed and balanced analysis of the role and function of the Metropolitan Toronto School Board, the Commissioner concluded that the "eventual abolition of the Metro Board can be expected to facilitate the most effective and responsive use of financial and other resources."¹³

Following release of the Commissioner's Report, school boards were invited to make submissions to the Minister of Education on the content and recommendations of the Report. In addition, the six area boards and the Metropolitan Toronto School Board were invited to make oral presentations on the same matters to the caucus of the Conservative members of the Legislature from Metropolitan Toronto. The Minister of Education was chairman of this group. The meeting for this purpose was held on December 7, 1977.

The Metropolitan Toronto School Board itself gave detailed study to the

¹⁰Educational Agencies and Programs, op. cit., pp. 40-41, 221-248, 297-316.

¹¹Robarts, John P., Commissioner, Metropolitan Toronto: A Framework for the Future, Report of the Royal Commission on Metropolitan Toronto, Toronto, June, 1977, pp. xxx-xxxi, 307-337.

¹²Ibid., p. xxx.

¹³Ibid., p. 330.

Report of the Royal Commission. After a full discussion of the matter, the following motion, as amended, was adopted by the Metropolitan Toronto School Board on November 22, 1977: "That the Metropolitan Toronto School Board approve the dissolution of the Board as recommended in the Report of the Royal Commission on Metropolitan Toronto, but that the effective date for discontinuance of the Board be at the earliest suitable date with the Area Boards assuming independent status as of such date providing that the above occurs only when the following conditions are met:

- '(a) that all outstanding indebtedness incurred up to date of dissolution shall continue to be a charge against the total Metro-wide assessment until all of this indebtedness is discharged;
- (b) that necessary adjustments in the legislative grant plan be made to ensure equality of education opportunity among the educational jurisdictions of Metro as well as among other school board jurisdictions in Ontario and that these adjustments include recognition of the principle of equity of taxation on property for educational purposes;
- (c) that a mechanism for cooperation among school boards in Metro in matters of mutual interest be established in consultation with the boards concerned.' " ¹⁴

Under date of May 4, 1978, a "White Paper" entitled Government Statement on the Review of Local Government in the Municipality of Metropolitan Toronto: Education was issued by the Minister of Education. This document states that the reports submitted to the government "have generated much reaction and thoughtful comment from many groups and individuals who have had a direct interest in both the structure and quality of education services in Metro."¹⁵ It goes on to state that "As a result, the Government and the Ministry of Education have had a great deal of concrete information to review -- and this White Paper represents the conclusions arising from that review."¹⁵

The alternatives considered by the Ministry of Education are expressed in

¹⁴ Minutes of Metropolitan Toronto School Board for Tuesday, November 22, 1977, pp. 427-428.

¹⁵ White Paper - Government Statement on the Review of Local Government in the Municipality of Metropolitan Toronto: Education, Statement by Honourable Thomas L. Wells, Minister of Education, Ontario, May 4th, 1978, p. 1.

the following terms: "As we view it, the situation to-day is such that the Government must choose either to abolish the Board in its present format -- as recommended in the Robarts Report -- or, on the other hand, to strengthen the Board to enable it to properly cope with the challenges and difficulties which lie ahead.

The proposals contained in this White Paper opt for the latter commitment."¹⁶

This decision by the Minister of Education is contrary to almost all the evidence presented to him during the last year. The Committee on the Costs of Education, the Royal Commission on Metropolitan Toronto, and the Metropolitan Toronto School Board itself all recommended dissolution of the Metro Board. None of them recommended "strengthening" the Metro Board. Indeed, this latter idea is the antithesis of the tenor of the great majority of the representations made to the Minister of Education. Consequently, it can only be concluded that the evidence of those who have considered the role of the Metro Board in greatest depth and the wishes of those who are most directly involved in and most knowledgeable about the Metro Board have been ignored and a directly opposite position adopted.

A number of the statements put forward in the White Paper in support of the continuance and "strengthening" of the Metropolitan Toronto School Board misconstrue the facts, and fail to make the case for the strengthening of the Metro Board. For example, the White Paper uses the motion passed by the Metropolitan Toronto School Board on November 22, 1977, as part of the rationale for the decision not to dissolve the Metro Board but to strengthen it! The three conditions set out in the motion are easily capable of attainment without a Metro Board, whereas the White Paper concludes that the opposite is true.

The White Paper includes the following statement: "The Government asks that the responses of all interested groups and individuals of this White Paper on Education be forwarded for our further study and discussion by

¹⁶Ibid., p. 2.

the end of May. We shall welcome and value the views of all who wish to contribute to the final decision-making process." The White Paper was released on May 4, 1978, so that a maximum of four weeks was allowed for reaction to its contents. This was a wholly unrealistic time frame to enable school boards, organizations, and individuals to study the White Paper and to react to it. Requests for extension of the deadline beyond May 31, 1978, for submissions, enabled the Minister of Education to defer action on any alteration of the present system. As a result, it was announced early in June, 1978, that election of school trustees in Metropolitan Toronto would be held in November, 1978, in the same manner as in the past and that the Metropolitan Toronto School Board would continue in its present form. A revised deadline for reactions to the White Paper has been established at December 31, 1978.

The decision to continue the present form of educational governance in the Metropolitan area for two more years has a number of significant implications. Financially, it means that an area board which could effect economies in its operations will continue to spend beyond the level necessary to provide a sound educational program. The excess spending will penalize taxpayers of the area board without any significant improvement in the educational program. This result occurs because excess funds will be applied for purposes other than those involving services to children. For example, staffing formulae determined by the Metropolitan Toronto School Board preclude area boards from utilizing excess funds to the best advantage educationally. Decision-making by the area boards to meet differing needs within their jurisdictions will continue to be hampered or precluded by centralized controls imposed by the Metropolitan Toronto School Board. Under these circumstances, trustees elected to one area board are denied opportunity to assume the responsibility for which they were elected but are held accountable for decisions made elsewhere by trustees of other area boards. A corollary is that much of the decision-making process at the Metropolitan Toronto School Board level is in the hands of appointed officials of the Metro Board and the area boards without adequate controls by the elected representative at either level. The existence of the bureaucracy at the Metro level will continue to cost in excess of

\$2,000,000 per year, a considerable portion of which could be saved if the unnecessary functions it performs were eliminated.

In summary, the continued existence of the Metropolitan Toronto School Board will perpetuate higher than required tax rates for education in some area board jurisdictions, will encourage waste and unnecessary expenditures by area boards, will make more difficult or impossible an adequate response to local educational needs, and will maintain a highly bureaucratic structure without adequate controls but with excessively high costs. These negative features could be almost completely eliminated by abolition of the Metropolitan Toronto School Board. "Strengthening" the Board, as proposed in the White Paper, not only will perpetuate but will intensify the problems identified above. It is difficult to see how any such development will lead to the attainment of higher quality education for children. If the latter objective is the determining factor, the choice that should be made from among the alternatives is clear.

Interim Report Number Six

Compensation in Elementary and Secondary Education

The School Boards and Teachers Collective Negotiations Act, 1975, passed on July 18, 1975, established formal procedures by which school boards and teacher groups must conduct collective negotiations. The results of the legislation are shown in part by the relevant statistics. During 1975-76, there were 10,195, or 29 per cent, of the total of 34,826 secondary school teachers who were on strike at one time or another during that school year. The number of pupils affected was 135,809, or 22.4 per cent, of the total enrolment of 605,160 as shown in Table 13.

In most cases, negotiations in 1975-76 were already well under way when the Act was passed. Neither school boards nor teacher groups had had experience with the formal procedures laid down in the Act. A second complicating factor was the introduction of salary guidelines under the Anti-Inflation Board on October 13, 1975. Undoubtedly, these two developments accounted to some degree for the high level of lost time for secondary school teachers and students during 1975-76. The fact that all school board jurisdictions in Metropolitan Toronto were involved contributed to the substantial totals.

During 1976-77, some 2,805 teachers were involved in sanctions against school boards and 46,422 students were affected as shown in Table 14. Greater familiarity with the formal procedures of the Act was a factor in the resolution of some of the disputes before sanctions were implemented. But the limits imposed by the Anti-Inflation Board on compensation levels were a major factor in narrowing the differences between school boards and teacher groups.

The situation in 1977-78 has been characterized by a considerable number of difficult confrontations between school boards and teacher groups. Section 9 of the Act provides that, "Negotiations shall be carried out in respect of any term or condition of employment put forward by either

TABLE 13

STATUS OF NEGOTIATIONS

STRIKE ACTION, LOCK-OUTS AND SCHOOL CLOSINGS

September 1, 1975 to August 31, 1976

Board	Number of Schools	Number of Teachers in Branch Affiliate	Number of Students Affected	Sanctions by Branch Affiliate	Sanctions by Board	Duration of Sanction	Final Settlement
Central Algoma Secondary	1	39	666.5	Withdrawal of services		Feb. 16/76 to Apr. 12/76 (35 days)	Legislated compulsory final offer-selection
Kent County Secondary	11	464.6	8,392	Withdrawal of services, work-to-rule, rotating school strike	Lock-out, alteration of terms and conditions of employment	Dec. 8/75 to Mar. 28/76 (4 days total withdrawal of services, 8 days lock-out, 53 days work-to-rule, 16 days rotating school strike)	Voluntary binding arbitration
Kirkland Lake Secondary	1	93.5	1,730	Withdrawal of services		Jan. 12/76 to Mar. 12/76 (44 days)	Legislated binding arbitration
Metropolitan Toronto							
East York	8	287.3	4,903	Withdrawal of services			
Etobicoke	20	1,284.8	22,153				
North York	51	2,342.	35,788				
Scarborough	22	1,803	30,713				
Toronto	36	2,224	3,638				
York Borough Secondary	7	518	8,484				
				Withdrawal of services	Lock-out	Nov. 12/75 to Jan. 16/76 (38 days)	Legislated binding arbitration
					Lock-out		

TABLE 13 (Continued)

STATUS OF NEGOTIATIONS
STRIKE ACTION, LOCK-OUTS AND SCHOOL CLOSINGS
September 1, 1975 to August 31, 1976

<u>Board</u>	<u>Number of Schools</u>	<u>Number of Teachers in Branch Affiliate</u>	<u>Number of Students Affected</u>	<u>Sanctions by Branch Affiliate</u>	<u>Sanctions by Board</u>	<u>Duration of Sanction</u>	<u>Final Settlement</u>
Sault Ste. Marie Secondary	1	393.5	6,942	Rotating strike, withdrawal of services, work-to-rule	Lock-out, alteration of terms and condi- tions of employment, closing of six schools	Feb. 5/76 to Feb. 15/76 (11 days withdrawal of services, 2 days closing of 6 out of 7 schools, 33 days work-to-rule)	Legislated binding arbitration
Windsor Secondary	12	746	12,400	Withdrawal of services, work-to-rule	Lock-out	Mar. 30/76 to May 7/76 (1 day work-to-rule, 1 day withdrawal of ser- vices, 26 days with- drawal of services and lock-out)	Legislated binding arbitration
TOTAL	170	10,195.7	135,809.5				

Source: First Annual Report Education Relations Commission, 1975, pp. 30-31.

TABLE 14

STATUS OF NEGOTIATIONS

STRIKE ACTION, LOCK-OUTS AND SCHOOL CLOSINGS

September 1, 1976 to August 31, 1977

Board	Number of Schools	Number of Teachers in Branch Affiliate	Number of Students Affected	Sanctions by Branch Affiliate	Sanctions by Board	Duration of Sanctions	Final Settlement
Durham Region R.C.S.S. Elementary	27	456	8,675	Withdrawal of services		Jan. 31/77 to Feb. 10/77 (9 instructional days)	Voluntary binding arbitration
Peel Secondary	22	1,797	28,640	Work-to-rule		Feb. 15/77 to Apr. 26/77 (44 instructional days)	Mediation/voluntary binding arbitration
Stormont, Dundas and Glengarry County Secondary	10	552	9,107	Withdrawal of services		Apr. 4/77 to May 9/77 (24 instructional days)	Negotiated settlement
TOTAL	59	2,805	46,422				

Source: Second Annual Report Education Relations Commission, 1976-77, p. 16.

party."¹ In addition to the more traditional salary and employee benefits' areas of negotiations, matters dealing with working conditions are now a major subject for resolution. Among them are teacher:pupil ratio, length of the school year, leaves of absence, work load, class size, redundancy and surplus teacher provisions, staff allocation, and teacher preparation periods. Several contract negotiations remain unresolved because of these latter factors, some of which have gained major significance because of declining enrolments.

In Windsor, for example, dispute about the inclusion of summer school and night school positions as matters for negotiation in the bargaining process has led to a boycott of the summer school by the bargaining unit. In addition, a contract between the Windsor Board of Education and the secondary school teachers' affiliate has not been concluded for the school year 1977-78.

The Renfrew County Board of Education and its secondary school teachers were unable to reach agreement on a contract for 1977-78 until after a strike which lasted 40 regular school days, the second longest in Ontario history. Even then, the matter of salaries is still to be decided by a three-person arbitration board.

The Huron County Board of Education and its secondary school teachers engaged in a dispute which saw the schools closed for more than six weeks. Involved were rotating strikes, lock-out, and full strike.

The Essex County Board of Education had its secondary school teachers go on strike in May, 1978, because of their inability to reach agreement on a contract.

The Wentworth County Board of Education and its secondary school teachers have been involved in a lengthy dispute. The teachers had been working to

¹The School Boards and Teachers Collective Negotiations Act, 1975, Section 9.

rule from March 9, 1978, for almost two months and then were locked out on May 4.

These examples are indicative of the increase in the number of strikes in 1977-78 and of the wide range of issues that are the subject of negotiations.

These developments seem to indicate that the relatively small number of strikes and lock-outs in 1976-77, compared with 1975-76, was a temporary deviation from a more normal pattern. If so, the consequences for all concerned will be of a most serious nature. No one questions the negative impact of prolonged disagreement between a school board and its teachers resulting in strikes or lock-outs. Lost salaries, diminished morale, continuing animosities, taxpayer resentment, media publicity all have an impact on the educational enterprise. But most significant is the result for the student who is denied the opportunity to pursue his education through no fault of his own.

Education Relations Commission

Under Section 60 of The School Boards and Teachers Collective Negotiations Act, 1975, provision was made for the establishment of the Education Relations Commission. It is the duty of the Commission "to advise the Lieutenant Governor in Council when, in the opinion of the Commission, the continuance of a strike, lock-out or closing of a school or schools will place in jeopardy the successful completion of courses of study by the students affected by the strike, lock-out or closing of a school or schools."² To enable it to determine when it should advise the Lieutenant-Governor-in-Council that the successful completion of courses is in jeopardy, the Commission seeks the advice of officials of the Ministry of Education. The officials are in no position to make a valid recommendation for a number of reasons. For example, in the case of the strike of secondary school teachers in Metropolitan Toronto in the school year 1975-76, some 144

²The School Boards and Teachers Collective Negotiations Act, 1975, Section 61, subsection (1) (h).

schools, 8,459 teachers, and 105,679 students were involved. The issue is made even more complex by the necessity to multiply these numbers by the numbers of subject options offered. The magnitude of the task involved precludes the possibility of securing any valid data, particularly when there is no opportunity to meet with students.

The school system has long prided itself on its recognition of individual differences among students and its efforts to provide for them. It must be evident that for a student who may be borderline, in terms of his ability to meet course requirements, any loss of time from school will be disastrous. The longer the time a strike or lock-out lasts the greater the numbers who will be adversely affected. To maintain that the point of jeopardy has not been reached when schools have been closed for 35, 38, 44 or more days is to stretch credibility beyond logic or reason. It is difficult to avoid the conclusions that the Education Relations Commission has been put in an impossible position by the requirement of Section 61, subsection (1) (h) of the Act, that the Commission is incapable of making any valid recommendation to the Lieutenant-Governor-in-Council on this matter, that political considerations are the overriding determinant in any decision reached, and that the student is the pawn in the process. In effect, the public interest as represented by the welfare of the student and the desires of parents is not being served by legislation that permits students to lose so much instructional time when a strike or lock-out occurs. To pretend otherwise is a fiction that any knowledgeable or concerned citizen can readily see through.

Legislated Binding Arbitration

No attempt is made in this Report to deal with the many issues that remain unresolved in the area of collective negotiations between school boards and teachers. There are, however, some matters of special concern relating to legislated binding arbitration. In cases where binding arbitration is imposed by provincial legislation, school boards are placed in the anomalous position of having to increase property taxes as a result of an award made by an arbitrator who has no accountability to the electorate for his decision. In effect, the arbitrator can make an award apart from its

effect on taxation and can indirectly place his judgment above that of the elected school trustees in determining the tax rate. Where the arbitrator is a judge of the court who, by his oath of office, is committed to objectivity, who is free of external pressures, political or otherwise, and who is free to make an award without concern for his acceptability as an arbitrator in future arbitration cases, valid objection to an award is reduced to a minimum. Where the arbitrator is other than a judge of the court, an award may be accepted by the public, at best with reluctance, and more likely with suspicion.

At the same time, where, as a result of legislated binding arbitration, an award is made increasing property taxes, the provincial government is also a party to taxation without reference to the elected representatives responsible for imposition of the tax. In these circumstances it would seem appropriate that the provincial government should bear some responsibility for at least a portion of the increased expenditures of a school board that can be attributed to the arbitration award arising from legislation which the government sponsored. Otherwise, any political liability accruing to the government as a result of an unsettled strike can be removed without financial penalty to the province but at the expense of property taxpayers and their representatives.

Conclusion

It is true that The School Boards and Teachers Collective Negotiations Act, 1975, has only been in existence for three years and that a longer time may be necessary for its provisions to be implemented with satisfactory results. It would seem, however, that the Act should be seen as an evolutionary step in progress towards a better way of resolving disputes between school boards and their teachers. The worst possible development would be to assume that the present arrangements represent the ultimate achievement in negotiation procedures and that improvements are impossible.

There are many questions and problems requiring answers and solutions. For example, the desirability of transferring the adversary model from the private sector to the public sector is still unproven, not only in the

specific area of teacher negotiations but also in the public sector generally. The circumstances in the two sectors are so different that to assume the model developed for one will have applicability for the other is, to say the least, risky if not dangerous.

Government, school boards, and teacher representatives should be monitoring developments in employee-management relationships elsewhere to determine their possible applicability here. For example, some features of the developing industrial democracy in Western Europe should be studied to determine if they could be adopted for use in the public sector.³ Insufficient consideration has been given to ideas such as the possible use of labour courts and to the determination of compensation in the public sector on the basis of comparison with selected fair employers in the private sector. Given the magnitude of the problem and the inherent difficulties in negotiations in the public sector, it is not suggested that any of the concepts cited above will provide satisfactory solutions. No simplistic answers exist. However, the obstacles involved should not be allowed to discourage the search for new, creative and imaginative approaches to the attainment of more satisfactory relationships between school boards and their teachers. Improved procedures for resolving differences could make a significant contribution to increased public support for education and to protection of the public interest, particularly that of the students who are the only justification for the existence of the schools in the first place.

³Crispo, John, Industrial Democracy in Western Europe, McGraw-Hill Ryerson Limited, Toronto, 1978, pp. 26, 134-5, 172-174.

Interim Report Number Seven

Financing Education in Elementary and Secondary Schools

The Interim Report, submitted in July, 1975, on the financing of education dealt with almost every facet of the topic in some detail. There have been a number of developments since that time that merit reference in this summary. The topics selected for comment have implications of significance for the provision of equality of educational opportunity and for the quality of the educational program, as well as for the distribution of the tax load for these purposes.

Teacher Wage-Bill

A highly significant development between 1972-73 and 1976-77 in the determination of expenditures of school boards is the altered distribution of teachers among the categories on the salary grid. The most startling change during the four-year period at the elementary school level is shown in Table 15. While the number of teachers increased by slightly more than 12 per cent, the salary bill rose by \$519 millions, or 107 per cent. A substantial portion of the latter amount can, of course, be attributed to negotiated increases in salaries, but this is only a partial explanation for the magnitude of the rise. The other major factor was the growth in the number of teachers in the higher-salary categories V, VI and VII of the salary grid. In 1972-73, there were 46,260 teachers, or 85 per cent of the total, in the lower-salary categories I, II, III and IV. The wage-bill for this group was \$391 millions, or 81 per cent, of the total. There was a total of 8,420 teachers, or 15 per cent in categories V, VI and VII. The wage-bill for this latter group was \$95 millions.

In 1976-77, in spite of an increase in the total number of teachers from 54,680 to 61,450, or by 6,770, or 12 per cent, the number of teachers in categories I, II, III, IV declined from 46,260 to 32,890, or by 13,370, or 29 per cent. The wage-bill for this group increased from \$391 millions to \$483, or \$92 millions, or 24 per cent. But in category I, it actually declined by \$46 millions because there were 10,740 fewer teachers in this category.

TABLE 15

ON-GRID ELEMENTARY TEACHER WAGE-BILL - ONTARIO
COMPARISON BETWEEN 1972-73 and 1976-77

Grid Category	Number of Teachers Sept. 1972	Percentage of Teachers Sept. 1972	Wage-Bill 1972 (\$000,000)	Percentage of Wage-Bill 1972	Number of Teachers Sept. 1976	Percentage of Teachers Sept. 1976	Wage-Bill 1976 (\$000,000)	Percentage of Wage-Bill 1976
I	16,480 ^a	30 ^b	\$116	24	5,740 ^a	9 ^b	\$ 70	7
II	15,370	28	132	27	11,180	18	159	16
III	9,310	17	92	19	11,000	18	176	18
IV	5,100	9	51	10	4,970	8	78	8
V	6,140	11	66	14	16,620	27	281	28
VI	1,710	3	22	5	6,840	11	137	14
VII	570	1	7	1	5,100	8	104	10
		100 ^c	\$486	100		100 ^c	\$1,005	100 ^c

Notes: ^aNumber of teachers rounded to ten in each category.

^bPercentage of teachers in categories rounded to nearest whole number.

^cTotals do not equal 100 per cent because of rounding.

Source: Figures compiled by Dr. George S. Tracz, Associate Professor, Department of Educational Planning,
The Ontario Institute for Studies in Education, Toronto, 1978.

In categories V, VI and VII, the number of teachers increased in four years from 8,420 to 28,560, or by 20,140, or 239 per cent. The proportion in these categories rose from 15 per cent of the total in 1972-73 to 46 per cent in 1976-77. The wage-bill for these categories increased from \$95 millions to \$522 millions, or by \$427 millions, or 450 per cent. The proportion of the wage-bill for these groupings rose from 20 per cent to 52 per cent. In category VII alone, the number of teachers increased from 570 to 5,100, from one per cent to eight per cent of the total number of teachers and the wage-bill went up from \$7 millions to \$104 millions for this category.

These figures show that a good part of the increased expenditures for teachers' salaries can be attributed to the reclassification of teachers to higher categories on the salary grid. It is also evident that this trend will continue for many years and that the wage-bill will escalate accordingly. In large part, any expectation that the total wage-bill for teachers' salaries will stabilize, or be reduced, as a result of declining enrolments and the employment of fewer teachers will be more than compensated for by the transfer of teachers to higher salary categories.

For some years the Qualifications Evaluation Council of Ontario (QECO), established and sponsored by the teacher organizations in the province, has assessed each teacher's qualifications for purposes of determining category on the salary grid. By agreement with representatives of trustee organizations, this has been done under "Program Two". More recently, QECO has proposed that the existing arrangement be extended to incorporate "Program Three". If the latter proposal is adopted there will be a substantial additional cost involved for school boards.

The developments described above should be the subject of detailed data collection and analysis. If the Committee's recommendation in Interim Report Number Four, that a Planning Unit be established in the Ministry of Education, had been adopted, this function could have been performed by that group or commissioned by it. Dr. George S. Tracz, Associate Professor of Educational Planning, at The Ontario Institute for Studies in Education

undertook studies in this area for the Committee in 1972. On his own initiative he has updated his figures to 1976-77. The data set out above and the analysis are from his most recent work. Fortunately, current data can now be secured from the computer so that the latest trends can be monitored and made available to the decision-makers at all levels of the educational system. It seems highly desirable that such action be taken and reported on an annual basis.

At the secondary school level the wage-bill in 1974 was approximately \$520 millions (Graph 1). The anticipated increase, as projected in the model by Tracz, was estimated to be \$720 millions by 1981. Because of substantial salary adjustments secured through negotiations and described as "political and human nature cost," the figure has reached \$735 millions by 1976, and is now projected to reach \$960 millions by 1981.

Basic Ceilings

Since the basic ceilings were established in 1971, the amount per pupil at the elementary level has increased from \$500 to \$1,299, or \$799 per pupil as shown in Table 16. At the secondary level the increase has been from \$1,000 to \$1,841, or \$841 per pupil. The gap between the elementary and secondary levels has widened in favour of the secondary level by \$42 per pupil. The rationale for the extent of these differences has never been provided. However, the fact that many elementary school teachers have increased their academic and professional qualifications and that all new graduates beginning their careers must already hold the Bachelor's degree would indicate that the difference should have narrowed considerably instead of widening.

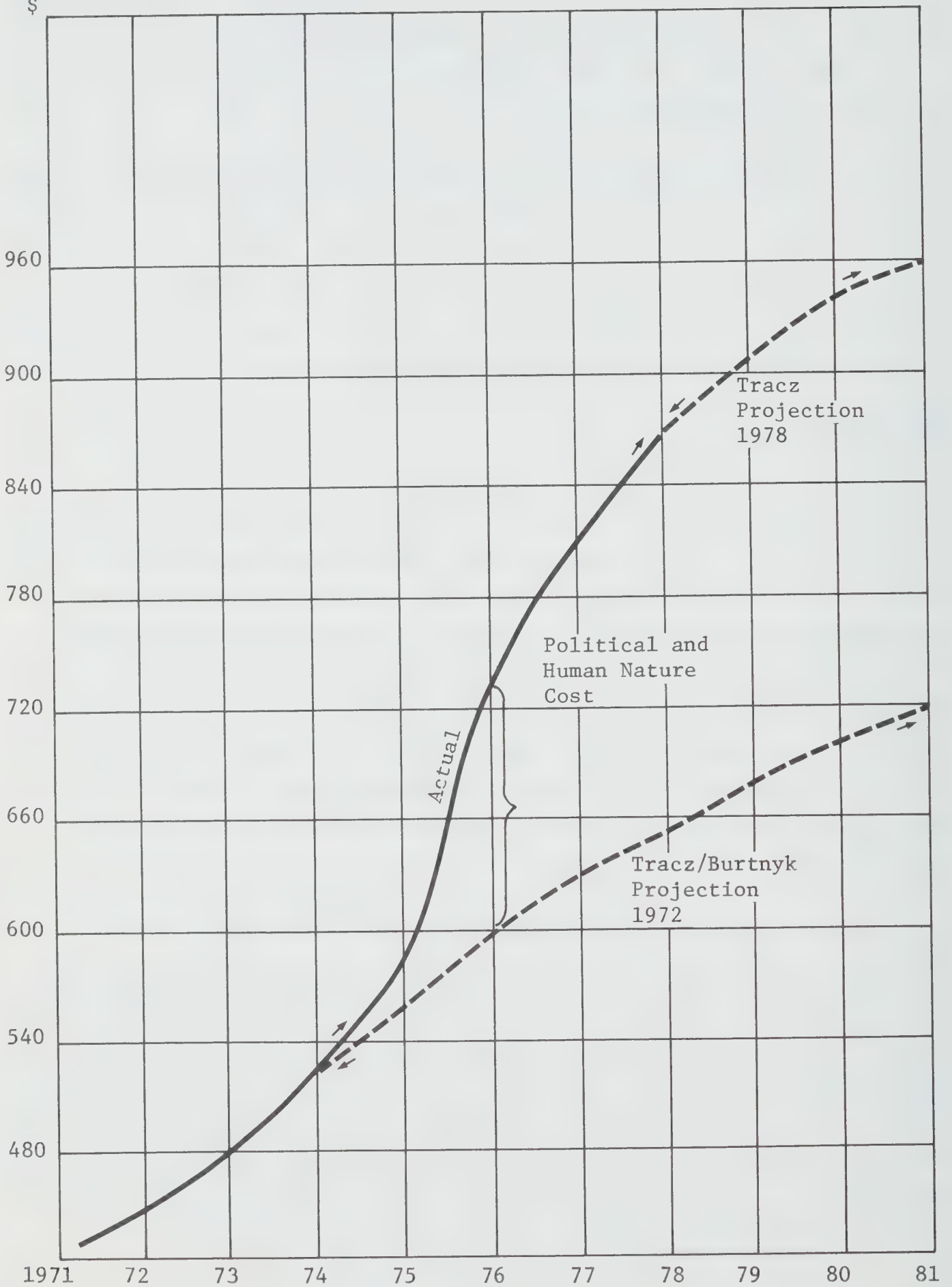
The amounts of the annual increases in the basic ceilings at each of the two levels and within each level show little or no consistency, particularly since 1974. The very substantial increase in 1975 of \$222 per pupil and \$210 per pupil were unprecedented and have been unmatched since. Particularly difficult to understand are the increases in the two levels in 1976 and 1977, which amount to the same figure of \$261 over a two-year period. However, the amount of \$154 at the elementary level in 1976 corresponded to an increase of \$115 at the secondary level. In 1977, the figures were just about reversed. It would be most helpful to an

ON-GRID SECONDARY TEACHER WAGE-BILL

1971 - 1981

Millions
\$

(\$000,000)



Source: Dr. George Tracz

TABLE 16

BASIC EXPENDITURE CEILINGS PER PUPIL
1971 to 1978 Inclusive

Year	Elementary			Secondary		
	Basic Ceiling	Amount of Increase	Per Cent Increase	Basic Ceiling	Amount of Increase	Per Cent Increase
1970 ^a	\$ 500	\$ -	\$ -	\$ 1,000	\$ -	-
1971	545	45	9.0	1,060	60	6.0
1972	595	50	9.2	1,100	40	3.8
1973	630	35	5.9	1,130	30	2.7
1974 ^b	683	53	8.4	1,120	80	7.1
	704	74	11.7	1,231	101	8.9
1975	926	222	31.5	1,441	210	17.1
1976	1,080	154	16.6	1,556	115	8.0
1977	1,197	117	10.8	1,712	156	10.0
1978	1,299	102	8.5	1,841	129	7.5
1970-1978		\$799	159.8		\$841	84.1

Notes: ^a The figures shown for 1970 are the basic amounts eligible for grant, since expenditure ceilings were not introduced until 1971

^b The first set of figures for 1974 shows the basic ceiling levels announced in August, 1973. The second set shows the final figures provided in April, 1974.

understanding of these aberrations if a justification for them were provided at the time of their release.

General Legislative Grants

In Interim Report Number Seven of June, 1975, the Committee recommended the adoption of the principle of a uniform mill rate for property tax to finance in part each of the recognized ordinary and extraordinary expenditures by school boards. The Regulation¹ setting out the general legislative grants for 1978 incorporated this principle. For recognized ordinary expenditure, the mill rate on equalized assessment for an elementary school board was set at 7.986 mills and for a secondary school board at 6.119 mills. For recognized extraordinary expenditures within the first level of recognized expenditure the mill rate for an elementary school board was set at 0.366 mills and for a secondary school board at 0.176 mills. At the second level of recognized expenditure the corresponding mill rates were established at 0.073 mills and 0.035 respectively. These mill rates were established by transforming the difference between the amount of grant received by a school board and the expenditure ceilings established for grant purposes for a board of average wealth as measured by the equalized assessment per weighted pupil.

In its Interim Report Number Seven the Committee concluded that there were a number of advantages to the establishment of uniform mill rates on equalized assessment. In particular, it was considered that some stability in the level of the property tax for education should be achieved. While it would still be possible to increase the uniform equalized mill rates, it was felt that the property tax should bear approximately one-third of the cost of education. If this recommendation had been accepted the mill rates would have been established at lower levels than those set out in the Regulation for 1978.

Having established uniform mill rates for 1978, it would seem that these rates should not be increased but that instead they should be lowered.

¹Regulations - General Legislative Grants 1978, Ontario Regulation 65/78, January 25, 1978, p. 12 and p. 14.

Under the previous provisions, where the rate of grant was stated for a board of average wealth as measured by equalized assessment per weighted pupil, any increase or decrease in provincial support was evident. For example, the decrease in the rates of grant from 62 per cent in 1975 to 60 per cent at the elementary level and 54 at the secondary level in subsequent years was readily discernible. Any further decrease from these levels will now be masked by the uniform mill rate and will not be nearly as evident to the layman. The province should ensure that no such difficulty occurs.

In 1977-78, the estimated general legislative grants amounted to \$1,880 millions. By the "Edmonton Commitment" it was established that the rate of increase in transfer payments to local authorities would be at least the equivalent of the rate of increase in provincial revenues. The actual statement was: "The Ontario Government, therefore, gives this guarantee to its local governments: provincial assistance in future years will grow at a rate not less than the growth rate of Ontario's total revenues."² This unequivocal statement gave some assurance to local authorities, including school boards, that the province would at least maintain its level of support.

The provincial budget³ for 1978-79 anticipated a rate of increase in the province's revenues of 12.6 per cent. It could not, for a number of reasons, be expected that the rate of 12.6 per cent would be applied to general legislative grants in 1978 over the amount for this purpose in 1977.

However, the amount for general legislative grants in 1978-79 is estimated at \$1,970 millions,⁴ an increase of \$90 millions, or 4.79 per cent. The

²White, John, A Position Paper on Public Finance, Edmonton, Alberta, October 22-23, 1973, p. 15.

³Ontario Budget 1978, op. cit., opposite p. 1.

⁴Expenditure Estimates 1977-78, op. cit., p. 563.

percentage shown in a support document⁵ to the budget statement places the increase at \$99 millions, or 5.3 per cent. This latter result was achieved by reducing the amount in the budget for 1977-78 by \$9 millions from \$1,880 millions to \$1,871 millions and by calculating the \$99 millions as a percentage of the reduced figure of \$1,871 millions. It should be noted that the rate of increase in general legislative grants of 4.79 per cent is in contrast to a recognized increase by the province of \$102 per pupil in the basic ceiling at the elementary level, or 8.5 per cent, and an increase of \$129 per pupil at the secondary level, or 7.5 per cent. It is understood that there will be substantially fewer pupils at the elementary level but the decline at the secondary level will be relatively smaller in 1978.

There are a number of reasons given for the limit of 4.79 per cent increase in total grants for 1978. Reference has already been made to the province's payment of contributions to the Teachers' Superannuation Fund on behalf of the employers. This represents a shift to school boards of the province's commitments of the past. All the decisions about the level of benefits to be provided to teachers under the Fund have been made unilaterally by the province. Now that the obligations associated with those commitments have become a financial burden of substantial proportions it seems inequitable and grossly unfair that school boards should now be required to assume them, particularly since they will have to be funded from the single revenue source represented by the property tax.

A second reason given by the province for holding the increase in general legislative grants to 4.79 per cent is its desire to balance its budget by 1981. But it must be recognized that no real economy will be achieved for the taxpayer by this decision. The fact is that the additional tax burden will be transferred from the province to the local property tax. While the distribution of the tax load may be altered to some extent, it will still bear heavily on the property tax.

⁵1978 Ontario Assistance to Local Governments - Ontario Budget 1978,
Toronto, April 3, 1978, p. 13.

While it is imperative that every possible financial economy be effected by school boards, there are certain inevitable conclusions to be drawn from the continuing reduction in the level of support to education from the province through the legislative grants. The long-standing objective of equality of educational opportunity for every child in Ontario will be impossible of attainment. The opportunity to improve the quality of education as a result of decreased emphasis on quantitative growth of the 1940s, 1950s, and 1960s will be lost. Shifting of responsibility for financing a greater proportion of the costs of education to the local property tax will bring a negative reaction towards education from that increasing number of citizens who do not have children in the educational system. The additional tax load at the local level will bear heavily on some taxpayers of limited means who are endeavoring to maintain their homes even though there are some tax credits available to them. These and other factors, such as the rate of inflation, salary increase, improved teacher qualifications, and the fact that economies cannot be effected by school boards at the same rate as the rate of decline in enrolments, mean that the province should re-examine its grant program and develop a more realistic approach to its support of education.

CHAPTER 1

THE EDUCATION OF ELEMENTARY AND SECONDARY TEACHERS IN ONTARIO: FACILITIES, ORGANIZATION, ADMINISTRATION*

FINDINGS, CONCLUSIONS, RECOMMENDATIONS

A. Number of Teacher Education Institutions

Recommendations 1-4

There are 6,905 places for teacher education students at the elementary level. The enrolment in 1971-72 is 4,196. The occupancy is, therefore, 61 per cent of capacity. The projected need for new graduates is a maximum of 4,386 in 1972-73 and, thereafter, there is a decline to a low of 3,752 in 1978-79. These figures are considered to be the maximum numbers of new graduates who will be required to staff the schools. If the need for new graduates is placed at 4,300 each year and if a wastage factor of 10 per cent is applied, the total enrolment would be 4,730. The excess capacity of places over maximum need is, therefore, 2,175 places.

Table 10 shows a capacity of 200 places in each of the Stratford Teachers' College and the Peterborough Teachers' College for a total of 400 places. At the Ottawa Teachers' College, there is a rated capacity of 700. The three institutions total 1,100 places. Hamilton Teachers' College has a capacity of 720. Added to the other figures, the four institutions provide 1,820 places.

RECOMMENDATION 1:

IT IS RECOMMENDED THAT THE STRATFORD TEACHERS' COLLEGE BE CLOSED AT THE END OF THE CURRENT ACADEMIC SESSION, 1971-72.

The Stratford Teachers' College no longer provides adequate or suitable accommodation for a modern teacher education program which has as its objective the preparation of teachers for quality education in the elementary schools. The geographic area from which it draws its students

* Report on the Education of Elementary and Secondary Teachers in Ontario: Facilities, Organization, Administration. Interim Report Number One, Committee on the Costs of Education, Toronto, February, 1972.

can be easily served by the London Teachers' College where there is more than enough accommodation for the total student body of both institutions. The building in London is a modern structure with up-to-date facilities and equipment. It is not often that it is possible to eliminate a program such as that provided at the Stratford Teachers' College and thereby improve the educational program. In this case, the possibility exists not only because of the improved facilities and equipment elsewhere but also because the Stratford Teachers' College is not now a viable operation and there is little or no likelihood that it can reach that level in the foreseeable future. In addition, it cannot be integrated with a university so that the students can have the advantages of that association nor can a program embracing both elementary and secondary teacher education in a Faculty of Education be provided in the Stratford setting. For these reasons we are recommending that the College be closed at the end of the present academic session, 1971-72.

RECOMMENDATION 2:

IT IS RECOMMENDED THAT THE PETERBOROUGH TEACHERS' COLLEGE BE CLOSED AT THE END OF THE CURRENT ACADEMIC SESSION, 1971-72.

The existing building of the Peterborough Teachers' College is similar in design, structure, and age to the Stratford Teachers' College and all of what has been stated about the latter is equally applicable to the former. It, too, is obsolete and outmoded in terms of the facilities it provides. The enrolment of 136 is the lowest in the Province and the staff:student ratio is 1:9.07. It is not a viable operation either educationally or economically. The students who come from the geographic area can easily be accommodated in other teacher education institutions, particularly in the Faculty of Education at Queen's University, if our recommendation is accepted that a program for the education of elementary school teachers be added there. Students would then have the advantages of the university association as well as the benefits that come from educating both elementary and secondary teachers in the same Faculty of Education. We are, therefore, recommending that the Peterborough Teachers' College be

closed at the end of the current academic session, 1971-72.

RECOMMENDATION 3:

IT IS RECOMMENDED THAT THE OTTAWA TEACHERS' COLLEGE BE CLOSED AT THE END OF THE ACADEMIC SESSION, 1972-73.

The Ottawa Teachers' College building is the oldest in use in the Province, having been opened in 1875. It has all the limitations, in so far as facilities for teacher education are concerned, of a structure of that age. Its inadequacies have long been recognized and plans have been formulated from time to time to replace it. For various reasons these plans did not result in a new building at the time when high enrolments might have justified the provision of a new facility. Under the new circumstances which now exist and with the necessity for high quality teacher preparation, with which we are in agreement, the continued use of the existing building cannot be justified.

At the same time, the enrolment of 311 is the lowest since 1955-56 and is much less than half the enrolment of 840 in 1970-71. The staff:student ratio is 1:9.71. Again, if our recommendation is accepted that 350 places be provided for the education of elementary teachers in the Faculty of Education at Queen's University, there will no longer be a need for the Ottawa Teachers' College. While it draws its students largely from the Ottawa region and the eastern part of the Province, the area it serves does extend as far west as Kingston. The Faculty of Education at Queen's University already serves this district in the preparation of secondary school teachers. Our view is that both levels should be served by the one institution, again providing teacher education in a university setting with the opportunity for elementary and secondary teachers to be educated in the same Faculty of Education.

We are recommending that the effective date for the closing of the Ottawa Teachers' College be at the end of the academic session, 1972-73, for a number of reasons. First, any increase in enrolment for the session,

1972-73, because it is the last year in which those with less than the Bachelor's degree can be admitted to teacher education, will have been accommodated. Secondly, the Faculty of Education at Queen's University will have been given time to develop its elementary teacher education program for a relatively small enrolment resulting from the closing of the Peterborough Teachers' College at the end of the current session, 1971-72. It will then be in a better position to provide for the additional increased enrolment resulting from the closing of the Ottawa Teachers' College at the end of the 1972-73 session. Thirdly, with the increased requirement of the Bachelor's degree for admission for 1973-74, it is considered that the Faculty of Education at Queen's can accommodate all those who would have attended the Peterborough Teachers' College and the Ottawa Teachers' College in subsequent years if these institutions were to have remained in operation.

RECOMMENDATION 4;

IT IS RECOMMENDED THAT THE HAMILTON TEACHERS' COLLEGE BE CLOSED AT THE END OF THE ACADEMIC SESSION, 1972-73.

The Hamilton Teachers' College is an excellent building, located on a site adjoining the McMaster University campus. It is some 35 miles from the new building of the College of Education, Brock University, in St. Catharines, which was opened in 1970. While the Hamilton Teachers' College has a capacity for 720 students, its present enrolment is 439. The capacity of the building at Brock University is 430 with an enrolment of 118. Consequently, the total capacity is 1,150 with an enrolment of 548. The two institutions are so close together that the continued operation of both means that neither institution is any longer a viable operation for teacher education. We have, therefore, concluded that one of them ought to be closed.

After a full consideration of all the factors involved, we have decided that the College of Education, Brock University, ought to be continued and developed into a wholly viable operation with maximum use of its facilities. It is located on a site on the University campus which lends itself to a full integration of program and facilities and which provides ample space

for any needs which may develop in the future. The University has already accepted responsibility for the preparation of elementary teachers so that a considerable degree of integration has been achieved. As an added dividend, a full utilization of facilities in the College of Education will contribute to the viability of Brock University itself.

The Hamilton Teachers' College is still operated by the Department of Education. While studies have been made over a period of years, no decision to transfer responsibility for the preparation of elementary school teachers to McMaster University has been made. It is most unlikely that it will be necessary to increase the provision for the preparation of secondary school teachers at this location so that the University's interest in this level of teacher education cannot be satisfied. Since transfer and integration of the program for elementary teachers have already been achieved at Brock University, it is considered that the Hamilton Teachers' College should be closed at the end of the academic session, 1972-73.

The reason for deferring the closing of the Hamilton College until next year is to provide for any increased enrolment which may result because of those who may wish to take advantage of the last opportunity to attend a teacher education institution before the requirement of the Bachelor's degree is implemented.

Recommendations 5-8

RECOMMENDATION 5:

IT IS RECOMMENDED THAT THE LONDON TEACHERS' COLLEGE BE INTEGRATED ON JULY 1, 1972, WITH ALTHOUSE COLLEGE OF EDUCATION IN THE UNIVERSITY OF WESTERN ONTARIO TO TRAIN BOTH ELEMENTARY AND SECONDARY TEACHERS IN THE ONE FACULTY.

The London Teachers' College operated by the Department of Education and Althouse College of Education, The University of Western Ontario, are located on sites situated quite near each other. Each is operating as a separate entity at the present time. Both buildings are new and modern in

almost every respect. The design and type of construction are similar and consistent with those of the other buildings on the campus of the University. Althouse College is encountering some problems of accommodation for its enrolment of 762 teachers preparing for secondary school teaching while the London Teachers' College has excess space because of its limited enrolment. A better utilization of all facilities could be achieved under one administration in a Faculty of Education.

The objectives of transferring teacher education to the universities and of providing for the education of both elementary and secondary school teachers in one faculty can both be realized if the London Teachers' College is transferred to the University. This matter has been under consideration for a number of years and it now seems appropriate that an agreement should be concluded so that the integrated development can proceed at the earliest possible date. In our view, the proposed arrangement should take effect on July 1, 1972.

RECOMMENDATION 6:

IT IS RECOMMENDED THAT THE TORONTO TEACHERS' COLLEGE BE INTEGRATED ON JULY 1, 1972, WITH THE COLLEGE OF EDUCATION, UNIVERSITY OF TORONTO, IN A FACULTY OF EDUCATION IN THE UNIVERSITY OF TORONTO TO TRAIN BOTH ELEMENTARY AND SECONDARY TEACHERS IN THE ONE FACULTY.

The Toronto Teachers' College operated by the Department of Education is located on a site on Carlaw Avenue in the Borough of East York in Metropolitan Toronto some five miles from the site of the College of Education, University of Toronto, on Bloor Street West. Both institutions have enrolments which utilize all their facilities with the College of Education having to lease some additional accommodation in nearby buildings. Plans have been under consideration for a number of years whereby alterations and renovations would be made to the existing College of Education building and an addition provided to accommodate the greatly increased enrolments of recent years.

While the problems of enrolment encountered by the College of Education in the past have been difficult to solve, the establishment of additional secondary school teacher education institutions has taken some of the strain from the College. The establishment of the Faculty of Education at York University will ultimately relieve the situation and will result in a division of the responsibility for the education of secondary school teachers in the Metropolitan area. It should also result in some reduction in the numbers now preparing for elementary school teaching at the Toronto Teachers' College.

With York University having taken over the program at the Lakeshore Teachers' College, we believe that the best arrangement for the future conduct of the Toronto Teachers' College should be by integration with the College of Education into a Faculty of Education in the University of Toronto. Any difficulties which might arise because of the geographic distance between the two sites should be capable of resolution when the two institutions are within one faculty. The University of Toronto has had considerable success in working out problems of this type in its administration of Scarborough College and Erindale College, both of which are more remote from the main campus than the Toronto Teachers' College.

An integration in one Faculty of Education would result in better utilization of staff of the two present institutions and would help to realize the advantages that come from the preparation of teachers at both levels in one organizational unit. For example, the Institute for Child Study now integrated with the College of Education and the Primary Specialist program in the Toronto Teachers' College are resources whose staffs should have the advantages of close association in some overall organizational structure.

We have given consideration to other possible means of integration of elementary and secondary teacher education and have concluded that efforts ought to be made to reach agreement between the University of Toronto and the Department of Education for the transfer of the Toronto Teachers' College, effective July 1, 1972.

RECOMMENDATION 7:

IT IS RECOMMENDED THAT THE NORTH BAY TEACHERS' COLLEGE BE INTEGRATED ON JULY 1, 1972, WITH NIPISSING COLLEGE IN A FACULTY OF EDUCATION TO TRAIN ELEMENTARY TEACHERS ONLY.

The North Bay Teachers' College was established in 1909 to serve the needs of Northern Ontario for elementary school teachers. Until the Lakehead Teachers' College was established in 1960, it was the only teacher education institution north of Toronto to the Manitoba boundary. It continues to serve a vast area north and west of North Bay. Geographic factors and a scattered population may for some time limit the enrolment but these same factors necessitate the continuation of an institution for the education of elementary school teachers at North Bay even if it is not as viable as institutions in more populous areas.

It has been realized for several years that the original building occupied by the College was no longer adequate for a modern teacher education program. A North Bay Education Centre is being developed on a beautiful, new site. It will embrace facilities for Cambrian College of Applied Arts and Technology (North Bay Campus), the North Bay Regional School of Nursing, Nipissing College, and the North Bay Teachers' College. By combining the accommodation for the present four educational units on one site, it will be possible to provide facilities for their joint use which they would otherwise have been unable to secure. The educational and economic advantages to be realized by the four constituent institutions being associated on one site are considerable. It is anticipated that the new facilities will be ready for occupancy in September, 1972.

Over a period of more than three years the planning for the Education Centre has been done by a joint committee representative of the four groups involved. This planning anticipated a close association between Nipissing College, which offers courses in the liberal arts, and the North Bay Teachers' College. It seems appropriate that the relationship should be formalized by the creation of a Faculty of Education before the move to the new campus. It is our understanding that Nipissing College favours such a development. We are, therefore, recommending that this be done, effective July 1, 1972.

While the general principle is accepted that elementary and secondary school teachers should be educated in the same Faculty of Education, such an arrangement for the preparation of secondary school teachers is neither necessary nor feasible at North Bay at the present time. We are, therefore, recommending that the program in the Faculty of Education be confined to the preparation of elementary school teachers.

RECOMMENDATION 8:

IT IS RECOMMENDED THAT THE SUDBURY TEACHERS' COLLEGE BE INTEGRATED ON JULY 1, 1972, WITH LAURENTIAN UNIVERSITY IN A FACULTY OF EDUCATION TO TRAIN ELEMENTARY TEACHERS ONLY FOR THE BILINGUAL ELEMENTARY SCHOOLS.

Laurentian University in Sudbury is one of the new institutions of higher education established in the early 1960's to meet the demands of increasing enrolments and the desire for a university in the northeastern part of the Province. The Sudbury Teachers' College for the preparation of elementary school teachers for bilingual classes was opened in 1963 and was housed in temporary quarters until a new building could be erected. A site was provided on the Laurentian campus and a fine new building was opened in 1969-70. The design and construction are consistent with the overall requirements for the development of the Laurentian campus.

From the outset Laurentian University was seen as a bilingual institution and a number of courses are offered in both languages. The Sudbury Teachers' College by its very nature is a French-language institution since it is preparing elementary school teachers for bilingual classes. It is considered that the College could make a substantial contribution to the University if it were an integral part of it within a Faculty of Education of Laurentian and that it could profit from the association with the wider constituency of the total university. We recommend, therefore, that the transfer of the Sudbury Teachers' College to a Faculty of Education in Laurentian University be made, effective July 1, 1972.

It is our view that the Faculty of Education, when it is established, should continue to train elementary school teachers for service in bilingual classes only. It is important that these teachers be educated, in so far as possible, in a French-speaking educational and cultural milieu. The building plans already developed for the Faculty of Education at the University of Ottawa will provide an adequate amount of space for the education of French-speaking secondary school teachers for the next few years. Consequently, it is our view that the Faculty of Education in Laurentian University should not extend its program to the secondary level until it is evident that the facilities in the University of Ottawa are fully utilized and that there is a demonstrated need beyond the capacity of the latter institution to fulfil.

Recommendations 9-14

RECOMMENDATION 9:

IT IS RECOMMENDED THAT THE FACULTY OF EDUCATION, UNIVERSITY OF OTTAWA, CONTINUE TO TRAIN ELEMENTARY TEACHERS FOR THE BILINGUAL ELEMENTARY SCHOOLS AND FRENCH-SPEAKING TEACHERS FOR THE SECONDARY SCHOOLS.

The Teacher Education Section of the Faculty of Education, University of Ottawa, was created when the University of Ottawa Teachers' College was transferred from the Department of Education in 1969. It prepares teachers for the elementary bilingual classes. In addition, it has begun a program for the preparation of French-speaking secondary school teachers. It is our view that these programs ought to be provided, in so far as possible, in an educational and cultural milieu conducive to their success. We recommend therefore, that the institution confine its programs to the two which it is now conducting.

RECOMMENDATION 10;

IT IS RECOMMENDED THAT THE FACULTY OF EDUCATION, LAKEHEAD UNIVERSITY, CONTINUE TO TRAIN BOTH ELEMENTARY AND SECONDARY SCHOOL TEACHERS.

The Faculty of Education, Lakehead University, is offering programs at the two levels for students from the great geographic area of north-western Ontario. Even though greater numbers would increase the viability of the operation, it is essential that a teacher education institution continue to offer programs for teachers preparing to teach at the elementary level or at the secondary level. Considerable progress has been made in the development of concurrent programs which will likely increase the enrolments in the future. We recommend that the provision for the existing programs be continued.

RECOMMENDATION 11;

IT IS RECOMMENDED THAT THE McARTHUR COLLEGE, FACULTY OF EDUCATION, QUEEN'S UNIVERSITY, OFFER A PROGRAM BEGINNING IN SEPTEMBER, 1972, TO TRAIN ELEMENTARY SCHOOL TEACHERS AS WELL AS SECONDARY SCHOOL TEACHERS.

McArthur College of Education, Queen's University, was established to train secondary school teachers. It has a capacity for 900 students which can, with the provision of a few additional offices, be increased to 950 students. This year it has an enrolment of 631, all of whom are in the consecutive program. To achieve the integration of programs for teachers at the elementary and secondary levels, it is recommended that 600 places be retained for those proceeding to secondary school teaching and that 350 places be designated for those preparing for elementary school teaching. If this decision is made now, it will permit provision to be made in 1972-73 for students from the Peterborough area. At full capacity, provision could be made in 1973-74 for students who might formerly have gone to the Ottawa Teachers' College. We recommend that the suggested program be implemented and emphasize the urgency of a decision in this matter.

RECOMMENDATION 12;

IT IS RECOMMENDED THAT THE FACULTY OF EDUCATION, YORK UNIVERSITY,

(A) TRAIN IN ONE FACULTY OF EDUCATION ELEMENTARY SCHOOL TEACHERS, SECONDARY SCHOOL TEACHERS, AND TEACHERS FOR THE AREAS OF SPECIAL EDUCATION, AND THAT YORK UNIVERSITY OFFER THE ONLY PROGRAMS LEADING TO CERTIFICATION IN THE LATTER AREAS;

(B) TRAIN SECONDARY SCHOOL TEACHERS IN A CONSECUTIVE TYPE PROGRAM FOR A PERIOD OF FOUR YEARS UNTIL THE FIRST STUDENTS HAVE MOVED THROUGH THE CONCURRENT TYPE PROGRAM.

York University assumed responsibility for the Lakeshore Teachers' College in 1971. It will also develop programs in its Faculty of Education for the preparation of secondary school teachers and teachers in the areas of special education who will work with the emotionally disturbed, the neurologically impaired, the trainable and educable retarded, the blind, the deaf, the orthopaedically handicapped, etc.

In the latter areas, it seems essential that the development of programs for teachers be confined to one Faculty of Education because of the small enrolments which, at least in the early stages, are likely to enter the various specialties. In addition, staff and financial resources should be concentrated in one place so that an institution of first quality can be developed. It is also considered important that programs in these areas be conducted in conjunction with other teacher education programs for elementary and secondary school teachers.

While it is understood that York University proposes to develop concurrent programs for teacher education, it should be pointed out that unless a consecutive program is also offered in the next four years, there will be no secondary school teachers graduating from the University until 1976 at the earliest. By that time, the peak need for secondary school teachers in the 1970's will have passed. It is recommended, therefore, that York University be given encouragement to provide a consecutive program which might be reduced in numbers over a four-year period as the concurrent program develops and expands.

RECOMMENDATION 13;

IT IS RECOMMENDED THAT THE COLLEGE OF EDUCATION, BROCK UNIVERSITY, CONTINUE TO TRAIN ELEMENTARY SCHOOL TEACHERS.

Brock University assumed responsibility for the teacher education program at St. Catharines Teachers' College in 1971 and established a College of Education to conduct the program. Its enrolment of 118 this year means that it is not a viable operation at the present time. Our other recommendation regarding the closing of the Hamilton Teachers' College after 1972-73 will overcome this problem. It is our view that the College of Education should confine its programs to the preparation of elementary school teachers until it has been in operation for a number of years and until it can be demonstrated that there is a need for additional facilities for the preparation of secondary school teachers.

RECOMMENDATION 14;

IT IS RECOMMENDED THAT THE FACULTY OF EDUCATION, UNIVERSITY OF WINDSOR, CONTINUE TO TRAIN ELEMENTARY SCHOOL TEACHERS.

The University of Windsor assumed responsibility for the preparation of elementary school teachers in a Faculty of Education in 1970. The Faculty prepares teachers for the schools in the south-western part of the Province. The University which had its beginnings in the last century is a well established institution. The Committee understands that the University is now in the process of considering its total teacher education program but in the interim it should continue to offer the program for the preparation of elementary teachers.

B. Disposal of Buildings and Sites No Longer Required

Recommendations 15-19

RECOMMENDATION 15;

IT IS RECOMMENDED THAT CONSIDERATION BE GIVEN TO THE CULTURAL AND EDUCATIONAL USES WHICH THE STRATFORD SHAKESPEAREAN FESTIVAL MIGHT MAKE OF THE BUILDING AND SITE OF THE STRATFORD TEACHERS' COLLEGE.

Our recommendation to close the Stratford Teachers' College at the end of the academic session, 1971-72, will mean that the building and site will no longer be required for teacher education. It is assumed that a decision will have to be made regarding the future use of the property. While this matter may be only peripherally related to our terms of reference, we are of the opinion that consideration ought to be given to the uses which the Stratford Shakespearean Festival could make of the building and site. The Park-like site would make an attractive addition to the Festival property which it adjoins. It is understood that the building has been used during the summers in past years for programs associated with the Festival.

The Stratford Shakespearean Festival has made a significant contribution to the quality and dimensions of the English program in the secondary schools through its performances for groups of students from many parts of the Province. Any action which would support or assist in the extension of that program is in our view worthy of support.

RECOMMENDATION 16;

IT IS RECOMMENDED THAT CONSIDERATION BE GIVEN TO DISPOSAL BY SALE OF THE BUILDING AND SITE OF THE PETERBOROUGH TEACHERS' COLLEGE.

Our recommendation that the Peterborough Teachers' College be closed at the end of the academic session, 1971-72, will release this property. It includes a whole city block in a residential area except for one lot on which

a private home is located. The site has beautiful trees and is park-like in nature. We are of the opinion that consideration might be given to disposal by sale of the building and site.

RECOMMENDATION 17;

IT IS RECOMMENDED THAT CONSIDERATION BE GIVEN TO THE DISPOSAL BY SALE OF THE BUILDING AND SITE OF THE OTTAWA TEACHERS' COLLEGE.

Our recommendation that the Ottawa Teachers' College be closed at the end of the academic session, 1972-73, will make this property in downtown Ottawa available for other purposes. Its location means that the site is very valuable. It is our view that disposal by sale could realize a substantial sum.

RECOMMENDATION 18;

IT IS RECOMMENDED THAT THE POSSIBILITY OF TRANSFER OF THE HAMILTON TEACHERS' COLLEGE BUILDING AND SITE TO McMASTER UNIVERSITY BE EXPLORED.

Because of its location adjoining the campus of McMaster University, the Hamilton Teachers' College seems to be almost an integral part of the University property. Our recommendation that the Hamilton Teachers' College be closed at the end of the academic session, 1972-73, will mean that the property will no longer be required for teacher education. Because of its proximity to the University, and the fact that it was designed and used as an educational institution, we are of the view that the possibility of transferring the building and site to McMaster University ought to be explored.

RECOMMENDATION 19;

IT IS RECOMMENDED THAT THE BUILDING AND SITE OF THE PRESENT NORTH BAY TEACHERS' COLLEGE BE DISPOSED OF AS MAY BE DEEMED APPROPRIATE.

When the North Bay Teachers' College moves to its new facilities in 1972, the present building and site will no longer be required for teacher education. The present location is in the central part of North Bay adjoining a park. It is not clear to what use the property might be put so that we are not making any specific suggestion as to the manner of its disposal.

C. Disposal of Educational Equipment, Libraries, etc., No Longer Required

RECOMMENDATION 20;

IT IS RECOMMENDED THAT THE DEPARTMENT OF EDUCATION TRANSFER THE EDUCATIONAL EQUIPMENT, LIBRARY BOOKS AND MATERIALS, ETC., AT THE STRATFORD TEACHERS' COLLEGE, THE PETERBOROUGH TEACHERS' COLLEGE, THE OTTAWA TEACHERS' COLLEGE, AND THE HAMILTON TEACHERS' COLLEGE TO THE CONTINUING TEACHER EDUCATION INSTITUTIONS IN THE UNIVERSITIES AFTER CONSULTATION WITH THE LATTER INSTITUTIONS AND IN ACCORDANCE WITH THEIR NEEDS AND DESIRES, AND THAT A CONCERTED EFFORT BE MADE TO PRESERVE THE HISTORICAL ARTIFACTS, PAINTINGS DONATED BY STUDENT GROUPS, ETC.

There are extensive professional libraries at each of the four Teachers' Colleges which we recommend be closed. In addition, there is a considerable amount of other equipment suitable for use in teacher education programs including projectors, tape recorders, audio-visual and television equipment, furniture, supplies, etc. The value of this material is considerable and particularly if it is directed towards uses for which it was intended. We recommend, therefore, that the Department of Education consult with the Faculties of Education and the Colleges of Education to determine if they can use the materials and, if so, that the Department of

Education be empowered to make the transfer to these institutions as it may decide.

Each of the four Teachers' Colleges has collected materials of an historical nature which should be preserved. Included are paintings, some donated by student groups, records of the institution, correspondence of historical interest and, in the case of the Stratford Teachers' College, a stained glass window. Every effort should be made to see that these materials are preserved in places where they can be kept as part of the historical record of education in this Province.

D. Staff

RECOMMENDATION 21;

IT IS RECOMMENDED THAT THE STAFF AT EACH OF THE FOUR TEACHERS' COLLEGES BE INFORMED PROMPTLY OF THE DECISION TO CLOSE THE COLLEGES ON THE DATES RECOMMENDED AND THAT THEY BE ADVISED THAT THEY WILL BE GIVEN PREFERENCE FOR POSITIONS WITHIN THE DEPARTMENT OF EDUCATION OR OTHER DEPARTMENTS OF GOVERNMENT WITHIN THE PUBLIC SERVICE FOR WHICH THEIR EXPERIENCE AND QUALIFICATIONS FIT THEM WHILE AT THE SAME TIME AFFORDING THEM TIME TO APPLY FOR VACANT POSITIONS OUTSIDE THE PUBLIC SERVICE.

One of the matters which has given us much concern is the provision which can be made for staff at the four Teachers' Colleges which we have recommended be closed. It is our recommendation that they be advised that they will be given preference for positions within the Department of Education for which their experience and qualifications fit them. For example, any vacancies on the staffs of the Hamilton Teachers' College or the Ottawa Teachers' College for 1972-73 might be filled from the staff of the Stratford Teachers' College and the Peterborough Teachers' College. While any transfers of this kind would only be temporary, they would provide a longer time for permanent positions to be secured. Other branches of the Department of Education where vacancies occur might give first consideration to

staff from the Teachers' Colleges being closed. Other departments of government employing highly qualified teaching personnel might also give first consideration to Teachers' College staff.

Undoubtedly some members of the staffs of the Colleges to be closed will find new positions on the Faculties of Education in the universities while others will be engaged by local school boards in positions where their background of education and experience can be utilized to advantage. The Department of Education should give every possible assistance to staff members to enable them to secure comparable positions to those they have held in the Teachers' Colleges.

E. Practice Teaching

Recommendations 22-24

It is the view of the Committee that the inconsistencies and anomalies which exist in the payments to Associate Teachers, principals, department heads, secretaries, and student teachers in connection with practice teaching ought to be removed. The administrative work involved in making the payments is substantial because of the records which have to be kept and the large numbers of people who receive small amounts.

RECOMMENDATION 22:

THAT PAYMENT TO ASSOCIATE TEACHERS FOR PRACTICE TEACHING BE DISCONTINUED AT THE END OF THE CURRENT ACADEMIC SESSION, 1971-72, THAT IN THE SELECTION OF AN ASSOCIATE TEACHER EMPHASIS BE PLACED ON THE SPECIAL PROFESSIONAL COMPETENCE OF THE PERSON CHOSEN, THAT THE CONTRIBUTION OF ASSOCIATE TEACHERS TO THE TEACHER EDUCATION PROGRAM BE RECOGNIZED BY APPOINTMENT TO THE STAFF OF THE FACULTY OF EDUCATION AS ASSOCIATE TEACHERS, THAT THEIR NAMES BE INCLUDED IN THE CALENDAR OF THE TEACHER EDUCATION INSTITUTION, AND THAT CONSIDERATION BE GIVEN TO OTHER POSSIBLE FORMS OF PROFESSIONAL RECOGNITION,

It is our view that the payments to Associate Teachers which began many years ago as a supplement to low salaries ought to be discontinued at all teacher education institutions at the end of the current academic session, 1971-72. It is our belief that those chosen to be Associate Teachers will be willing to undertake the work of assisting in the program of practice teaching as a contribution to the professional development of their future colleagues. Recognition should be given to the Associate Teachers on the basis that only those who excel in their work will be chosen to participate in the program, that Associate Teachers will hold appointments to the Faculty of Education or the College of Education from which they receive students, that such appointments will be listed in the calendar of the teacher education institution, and that Associate Teachers enjoy privileges such as use of library resources and attendance at summer courses without tuition. These suggestions have been presented to us as possibilities and it may well be that other forms of recognition might be developed.

RECOMMENDATION 23;

IT IS RECOMMENDED THAT PAYMENTS BY TEACHER EDUCATION INSTITUTIONS TO PRINCIPALS, DEPARTMENT HEADS, SECRETARIES, AND SCHOOL BOARDS IN CONNECTION WITH THE ADMINISTRATION OF PRACTICE TEACHING FOR STUDENTS OF THE TEACHER EDUCATION INSTITUTIONS BE DISCONTINUED AT THE END OF THE CURRENT ACADEMIC SESSION, 1971-72.

It is our view that the administration of the arrangements for students to do practice teaching ought to be seen as part of the overall administration of the schools. We feel certain that the staff and boards are not motivated to receive students for the small payments made to some of them by the teacher education institutions. We prefer to believe that they have a genuine desire to assist the student teacher to become a professional of the highest possible competence in the interests of the children whom he will later teach and with whom they will be associated.

RECOMMENDATION 24;

IT IS RECOMMENDED THAT PAYMENT TO STUDENTS IN THE TEACHER EDUCATION INSTITUTIONS FOR ROOM AND BOARD AND TRAVEL DURING WEEKS OF PRACTICE TEACHING BE DISCONTINUED AT THE END OF THE CURRENT ACADEMIC SESSION, 1971-72, AND THAT, IN FUTURE, THESE COSTS BE A RECOGNIZED PART OF THE STUDENT'S EXPENSES FOR WHICH HE IS RESPONSIBLE IN CONNECTION WITH HIS PROFESSIONAL PROGRAM,

Again, there is dissimilar treatment of students in different institutions in the arrangements made for payment of transportation and board when they are out in the schools doing practice teaching. It is our view that payments in the five institutions where they are now made should be discontinued at the end of the academic session, 1971-72, and that in future any expenses which the student may incur while doing practice teaching should be considered his responsibility as part of the cost of his professional preparation. In the case of students who must secure financial assistance, the costs of transportation and board should be considered legitimate expenditures to be considered when the amount of assistance is being calculated.

F. Student Fees and Bursaries

Recommendations 25-26

RECOMMENDATION 25;

IT IS RECOMMENDED THAT REGULAR STUDENT FEES BE CHARGED IN ALL TEACHER EDUCATION INSTITUTIONS, WHERE THIS IS NOT ALREADY THE PRACTICE, EFFECTIVE WITH THE ACADEMIC SESSION, 1973-74.

The payment of fees by students in teacher education programs in the Faculties of Education and Colleges of Education places these students in a similar position in this respect to other students in the universities, as they should be. At the same time, students in the Teachers' Colleges who are preparing for the same certification as those in elementary teacher

education programs in the universities do not pay fees. There is no longer any justification, on the basis of any shortage of teachers, for the continuance of the free tuition arrangement at the Teachers' College. Our recommendations regarding the closing of the four Teachers' Colleges and the transfer of the other four to the universities mean that for the academic session, 1973-74, all students in teacher education courses would be paying fees. It is for this reason that we are recommending that fees be paid by all students in 1973-74 rather than in 1972-73. In addition, the later date gives adequate notice of the change to those who might be considering application for a teacher education program.

RECOMMENDATION 26;

IT IS RECOMMENDED THAT THE BURSARY OF \$500 AUTOMATICALLY PAID TO EACH STUDENT WHO ENROLS IN A TEACHER EDUCATION PROGRAM IN A UNIVERSITY BE DISCONTINUED AT THE END OF THE ACADEMIC SESSION, 1972-73.

The shortage of secondary school teachers which resulted in the introduction of the \$500 bursary in the mid 1960's has been overcome, except possibly in a few subject areas. The payment of a bursary to students in teacher education courses places them in a preferred position in relation to most university students preparing themselves for service in other but comparable fields. It is our view that the bursary payment ought to be discontinued at the end of the academic session, 1972-73. When the transfer of the four Teachers' Colleges to the universities is complete in time for the academic session 1973-74, all students in teacher education programs will be in the same position in so far as the payment of fees and discontinuance of the \$500 bursary are concerned. It is for this reason we are recommending that the bursary be terminated at the end of the academic session, 1972-73.

G. Programs

Recommendations 27-29

RECOMMENDATION 27;

IT IS RECOMMENDED THAT THE ELEMENTARY SCHOOL OPTION PRESENTLY OPEN TO CANDIDATES WORKING TOWARDS AN INTERIM HIGH SCHOOL ASSISTANT'S CERTIFICATE IN CERTAIN TEACHER EDUCATION INSTITUTIONS BE DISCONTINUED AT THE END OF THE CURRENT ACADEMIC SESSION, 1971-72, AND THAT EACH CANDIDATE FOR A BASIC CERTIFICATE BE REQUIRED TO TAKE A COURSE DESIGNED TO GIVE THE CANDIDATE KNOWLEDGE OF THE LEVEL OTHER THAN THAT FOR WHICH HIS AREA OF CONCENTRATION IS INTENDED TO PREPARE HIM.

When the student who is preparing to be a secondary school teacher chooses the Elementary School Option, a question arises about the adequacy of the time devoted to preparation for either level. He is not able to acquire knowledge of the philosophy and methods of teaching the whole spectrum of subjects at the elementary level such as primary reading, music and art while he is endeavouring to prepare his areas of concentration at the secondary level as well. In addition, he will have a far too limited experience in teaching them in five weeks at each level. In any case, he will still begin teaching at either the elementary or secondary level. It seems appropriate, therefore, that he ought to prepare himself to teach as well as he can at one level rather than spread his efforts too thinly in the early stages of his professional preparation.

The certificate to teach at the elementary level which the student secures by taking the Elementary School Option is not usually used in the initial stage of his teaching career. It would seem preferable, therefore, that he ought to secure a permanent certificate at the secondary school level and then by subsequent study and preparation extend his qualification to include the elementary level. The latter could be done by summer work and would be more meaningful in the light of his experience in teaching acquired at the secondary level.

In addition, in teacher education institutions offering only programs to prepare students as elementary school teachers, the whole year is devoted to preparation at the one level. Since candidates for elementary school teaching, beginning in 1973-74, will be required to have the Bachelor's degree, as they must now have to train for the academic areas of the secondary school, there is little doubt that the concentration on one level will produce better beginning teachers than can a program divided between the two levels. In any case, students in Faculties of Education or Colleges of Education offering the elementary teacher education program only do not have the opportunity to take the equivalent of the Elementary School Option at the secondary level.

Nothing that we have said about the Elementary School Option should be interpreted to mean that we do not support in every way the preparation of teachers for each of the elementary and secondary levels within the same Faculty of Education or College of Education where feasible. There are elements in the preparation for both levels that ought to be taken in common by all candidates and, indeed, it is our conviction that a course ought to be given to candidates at each level which would provide them with background and knowledge of the other level, so that they have insights into the continuum from the beginning of the elementary level to the end of the secondary level.

Neither should our views about the Elementary School Option be interpreted as disagreement with the concept of one teaching certificate provided it is valid at either the elementary or secondary level initially with the possibility that it can be extended to the other level based on successful teaching experience at the first level and the added professional background and knowledge which results in a teacher of excellence at both levels. We support, therefore, the view that opportunity ought to be provided for teachers to transfer from one level to the other and that provision ought to be made by local school systems to encourage such transfer.

RECOMMENDATION 28;

IT IS RECOMMENDED THAT NO FURTHER APPROVAL BE GIVEN FOR THE PROVISION OF FACILITIES TO TRAIN TEACHERS FOR THE VOCATIONAL AND OCCUPATIONAL AREAS UNTIL THE FACILITIES NOW AVAILABLE IN EXISTING INSTITUTIONS ARE FULLY UTILIZED.

There are already more facilities for the education of teachers for the Vocational and Occupational areas than are being utilized. It is our view that no further facilities should be provided until the present accommodation is fully utilized and until there is a demonstrated need for teachers in excess of the numbers who can be educated in the existing programs.

RECOMMENDATION 29;

IT IS RECOMMENDED THAT THE HEADS OF THE TEACHER EDUCATION INSTITUTIONS PREPARING SECONDARY SCHOOL TEACHERS CO-ORDINATE THEIR PROGRAMS TO AVOID SMALL ENROLMENTS IN VARIOUS SUBJECT AREAS AND SO THAT IT WILL BE POSSIBLE TO CONCENTRATE ENROLMENTS IN PARTICULAR INSTITUTIONS FOR SUBJECTS WHERE THERE ARE LIMITED NUMBERS OF TEACHERS IN TRAINING.

It is desirable to have a viable enrolment in each subject option, first, for educational reasons, and, secondly, in terms of the costs associated with the programs. While it will not always be possible to achieve these objectives, the offering of low enrolment courses at several institutions only compounds the problem. The formula method for payment of grants makes it undesirable financially for the institutions to operate classes of unnecessarily low enrolment. Unless there are valid educational reasons for the continuance of programs with low enrolments, they ought to be eliminated.

It is our view that the Deans of the Faculties of Education and Colleges of Education ought to work through their own organization to determine the programs to be offered by each institution in an endeavour to achieve

an overall co-ordination of programs for the Province, so that there is no unnecessary duplication of offerings in areas of low enrolment. It is our view that the Deans are fully knowledgeable about the adjustments that may be necessary and that they have the knowledge and information as well as the motivation, to make the decisions required.

H. Department of Education Organization for Teacher Education

Recommendations 30-34

RECOMMENDATION 30;

IT IS RECOMMENDED THAT THE TRANSFER TO THE TEACHER EDUCATION INSTITUTIONS OF RESPONSIBILITY FOR THE REMAINING SUMMER COURSES FOR TEACHERS CONDUCTED BY THE DEPARTMENT OF EDUCATION BE COMPLETED PRIOR TO THE SUMMER OF 1973.

With the development of Faculties of Education and Colleges of Education whose concern is teacher education and whose staff are prepared in this area, it is our view that the policy begun in 1971 of transferring summer courses for teachers to the universities should be accelerated to the point where all courses will have been transferred before the summer of 1973. This recommendation will remove from the Department of Education a responsibility which it is bound to have difficulty in fulfilling and will place that responsibility with the institution designed to provide teacher education. It will also remove the possibility of duplication in administration and facilitate the staffing of summer courses.

RECOMMENDATION 31;

IT IS RECOMMENDED THAT WINTER COURSES FOR TEACHERS NOW CONDUCTED BY LOCAL SCHOOL BOARDS, AFTER APPROVAL FOR CERTIFICATION PURPOSES BY THE DEPARTMENT OF EDUCATION, BE PHASED OUT AS SOON AS POSSIBLE AND THAT TEACHERS WISHING TO PURSUE HIGHER ACADEMIC AND PROFESSIONAL QUALIFICATIONS BE ENCOURAGED TO DO

SO THROUGH EXTENSION AND SUMMER COURSES OFFERED BY THE UNIVERSITIES AND THEIR FACULTIES OF EDUCATION.

With the demands on a teacher's time for staff meetings, professional in-service programs conducted by local boards, professional organization sessions, and the like, the question arises about the ability of teachers to participate in many of these activities and at the same time take courses for credit during the school year. The physical and mental energy required, the necessity for planning to meet groups of children every day make the position of the teacher a demanding task. In the interests of quality teaching, he should make his classroom duties his first responsibility. We are not being critical of teachers who desire to further their professional competence but we are concerned that they may be adding to the weight of the demanding task involved in teaching.

Most boards now conduct their own in-service programs associated with objectives which they may have for their school systems. These activities do provide an opportunity for a co-ordination and improvement of knowledge of teaching methods and techniques. Perhaps they represent an adequate level of involvement during the school year.

In any case, there is ample provision for enrolling in courses offered in the summer months. The Faculties of Education and Colleges of Education will be able to meet the demands for programs in this area. It is our view, therefore, that added course work for certification purposes offered during the school year ought to be phased out by local school boards as the teacher education institutions develop their summer programs.

RECOMMENDATION 32:

IT IS RECOMMENDED THAT THE PROFESSIONAL DEVELOPMENT SECTION OF THE TEACHER EDUCATION BRANCH OF THE DEPARTMENT OF EDUCATION BE DISCONTINUED AS A SEPARATE SECTION AND THAT THE FUNCTIONS AND STAFF BE PART OF ONE ORGANIZATION KNOWN AS THE TEACHER EDUCATION BRANCH.

The division of responsibilities within the Teacher Education Branch of the Department of Education has the main section of the Branch administering the Teachers' Colleges, developing policy for teacher education, and acting as liaison with the Faculties of Education and Colleges of Education. The Professional Development Section administers summer courses and approves winter courses offered by local school boards. The first deals largely with programs leading to basic certification while the latter deals with courses for those who already hold basic certification. But both areas are components of teacher education and it seems unnecessary and even possibly undesirable, to divide the two parts of the continuum into separate entities. We are of the view that a single organizational unit known as the Teacher Education Branch could administer both programs and we recommend action to achieve that organization.

RECOMMENDATION 33:

IT IS RECOMMENDED THAT THE OFFICIAL STAFF IN THE TEACHER EDUCATION BRANCH BE REDUCED CORRESPONDINGLY AS THE FOUR TEACHERS' COLLEGES ARE CLOSED, THE OTHER FOUR TEACHERS' COLLEGES ARE TRANSFERRED TO THE UNIVERSITIES, AND AS THE RESPONSIBILITY FOR SUMMER AND WINTER COURSES IS TRANSFERRED TO THE COLLEGES OF EDUCATION AND FACULTIES OF EDUCATION SO THAT BY JUNE, 1973, THERE WILL BE TWO OFFICIALS REMAINING TO PROVIDE ADVICE REGARDING TEACHER EDUCATION AND LIAISON WITH THE TEACHER EDUCATION INSTITUTIONS.

When the four Teachers' Colleges are closed and the other four are transferred to the universities, one of the major functions of the Teacher Education Branch will have been terminated. When the summer and winter courses are transferred the activities of the present Professional Development Section will no longer exist in the Department. There will remain the responsibility for the development of policy for consideration of senior officials and the Minister and the function of liaison with the Faculties of Education and the Colleges of Education. Both of these are important responsibilities but they will require only a limited number of

highly competent professionals. It is our view that two officials can perform these functions. We recommend, therefore, that as the work of the transfer of present responsibilities to the universities is completed, the number of officials be reduced correspondingly until the organization suggested is achieved.

RECOMMENDATION 34;

IT IS RECOMMENDED THAT, ON THE CLOSING OF THE FOUR TEACHERS' COLLEGES, COMPLETION OF THE TRANSFER OF THE FOUR OTHER TEACHERS' COLLEGES, AND TRANSFER OF RESPONSIBILITY FOR THE SUMMER AND WINTER COURSES, THE EXISTING TEACHER EDUCATION BRANCH BE DISCONTINUED AS A SEPARATE ENTITY AND RESPONSIBILITY FOR ADVICE AND LIAISON IN THE AREA OF TEACHER EDUCATION BE ESTABLISHED IN A TEACHER EDUCATION SECTION OF THE CURRICULUM BRANCH OF THE DEPARTMENT OF EDUCATION.

One of the major problems for a teacher education institution is to ensure that its programs are relevant to those of the elementary and secondary schools and that it is preparing teachers who are aware of and knowledgeable about the latest developments in curriculum, organization, and innovative practices. It would be too much to expect student teachers to have acquired a high degree of sophistication about these areas or competence in dealing with them. But no graduate of a teacher education institution should begin his teaching unaware of their existence.

To ensure the kind of co-ordination that ought to exist between those who develop curriculum guidelines, who deal with organizational patterns for instruction, and who are assessing innovative ideas, we recommend that, when the administration involved in transferring programs to the universities is completed, the Teacher Education Branch be made the Teacher Education Section of the Curriculum Branch. If this is done, the two officials concerned specifically with teacher education can be directly involved in the curriculum activities as they are developing and will be in a position to transmit these ideas to the Faculties of Education and Colleges of Education for their assessment and inclusion in their teacher education programs as they deem appropriate.

CHAPTER 2

SCHOOL BUILDING PROGRAMS*

FINDINGS, CONCLUSIONS, RECOMMENDATIONS

The actual decrease in enrolments at the elementary school level and the expected decrease in 1978 at the secondary school level have important implications for policy in the provision of school accommodation during the next decade. There are, of course, other considerations which will affect policy, including the number of new and additional pupil places provided, the degree of utilization of existing accommodation, the financial resources already committed for buildings, the indebtedness outstanding as a result of essential school accommodation to be provided in the future. The Committee has, in fact, examined these in some detail. Our findings, conclusions, and recommendations are summarized in this chapter of our Report. The supporting information and data are provided in the more detailed statements in succeeding chapters.

A. Enrolments

Our studies indicate that the total elementary school enrolment, which began to decline in 1971, will continue to do so until 1980. By the latter year there will be 180,519 fewer pupils than there were in 1970 when the peak enrolment was reached. At the secondary school level, the projection of enrolments is more difficult. Nevertheless, there has been a deceleration of the rate of increase since 1969 and it is anticipated that this trend will continue until 1977. Thereafter there will be an actual decrease each year during the remainder of the decade. By 1981, it is expected that there will be between 40,000 and 50,000 fewer students than in the peak year.

It is clear from this sudden reversal of trends that precise advance planning is an essential component of policy-making planning based on a thorough analysis of demographic trends and the other factors which have an influence on school enrolments. The inconsistency and uncertainty of future accommodation policies among boards in Ontario at the present time have convinced

* Report on the School Building Programs. Interim Report Number Two, Committee on the Costs of Education, Toronto, October, 1972.

the Committee that such precision in planning has not been achieved - certainly not on a Province-wide basis - and we therefore propose first that steps be taken to achieve it without delay. We identify an important responsibility for the Ministry of Education and the local school board in this process.

WE RECOMMEND,

(1) THAT THE MINISTRY OF EDUCATION DEVELOP WITHIN ITS PLANNING AND RESEARCH BRANCH THE EXPERTISE NEEDED TO BRING TOGETHER AND SYSTEMATICALLY ANALYSE INFORMATION, DATA, REPORTS, TRENDS, AND DECISIONS AVAILABLE FROM ALL AUTHORITATIVE SOURCES, ESPECIALLY AT THE NATIONAL AND PROVINCIAL GOVERNMENT LEVELS, LIKELY TO HAVE A BEARING ON THE NEED FOR ADDITIONAL SCHOOL ACCOMMODATION. WE SEE THE NEED OF A SMALL, HIGHLY EFFICIENT RESEARCH UNIT TO DO THIS JOB AS A SERVICE TO THE ENTIRE MINISTRY, AND A SIMULTANEOUS REDUCTION OR ELIMINATION OF ANY OVERLAPPING RESEARCH FUNCTION WITHIN THE MINISTRY. THE RESULTS OF THIS ANALYSIS SHOULD BE MADE AVAILABLE BY THE MINISTRY OF EDUCATION AT LEAST ANNUALLY TO SCHOOL BOARDS AND ALL OTHER INTERESTED BODIES.

(2) THAT EACH SCHOOL BOARD MAKE A DETAILED STUDY AND ANALYSIS OF THE CIRCUMSTANCES AND ANTICIPATED DEVELOPMENTS WITHIN ITS JURISDICTION WHICH MAY AFFECT SCHOOL ENROLMENTS; AND THAT THESE STUDIES BECOME THE BASIS FOR THE BOARD'S PROJECTIONS WHICH CAN BE INCORPORATED INTO ITS LONG-TERM PLANNING, INCLUDING PLANS FOR THE PROVISION OF ACCOMMODATION.

B. Amount of School Accommodation

We find that, since 1945, school boards have provided 1,463,251 pupil places at the elementary level and 550,480 pupil places at the secondary level, for a total of 2,013,731 places. The corresponding enrolment figures in 1971 were 1,456,840, 574,520 and 2,031,360 respectively. Thus, even if an allowance is made for factors which might reduce the possibility of utilizing all the places provided, more than 90 per cent of the students are accommodated in classrooms built during the past twenty-five years.

It follows, therefore, that the number of new pupil places needed to house all students in accommodation not more than twenty-five years old is approximately ten per cent of existing enrolment. There are some factors which might tend to increase the percentage slightly beyond this level. An example is the transfer of students from their present schools to new housing developments. The total enrolment, however, is declining so that the possibility of abandoning old or obsolete accommodation also exists.

The small proportion of school accommodation over twenty-five years old and the declining enrolments make it imperative that extreme caution be exercised by school boards before any decision is made to provide additional pupil places.

WE RECOMMEND;

(3) THAT, TO ASSIST EACH SCHOOL BOARD IN THE DETERMINATION OF ITS SPACE NEEDS, THE MINISTRY OF EDUCATION IN CONSULTATION WITH SCHOOL BOARDS DEVELOP CO-OPERATIVELY A COMMON INVENTORY CHECK LIST OF ALL PUPIL ACCOMMODATION AND OTHER SPACE UNDER THE JURISDICTION OF A SCHOOL BOARD AND THAT EACH BOARD DEVELOP AND MAINTAIN ON A CURRENT BASIS A COMPLETE RECORD OF ITS ACCOMMODATION IN ACCORDANCE WITH THE INVENTORY CHECK LIST.

C. Utilization of Existing Accommodation

The rate of utilization of classroom space in both elementary and secondary schools shows a high degree of efficiency for the Province as a whole. The average rate of utilization in September, 1970, at the elementary level was 96 per cent while it was 98 per cent at the secondary level. In a period of declining enrolments, however, it will not be possible to maintain high rates of utilization, though some of the obsolete or antiquated accommodation can be abandoned as excess usable space becomes available.

WE RECOMMEND;

(4) THAT, TO ENSURE UTILIZATION OF FACILITIES AT THE OPTIMAL LEVEL AND AS A MEANS OF ENSURING THAT NO DECISION IS MADE TO PROVIDE ADDITIONAL UNNECESSARY ACCOMMODATION, THE CHIEF EXECUTIVE OFFICER REPORT TO HIS BOARD AS EARLY AS PRACTICABLE IN EACH SCHOOL YEAR THE RATE OF UTILIZATION OF ALL TEACHING AREAS AND OTHER SPACE AS SHOWN IN THE INVENTORY CHECK LIST.

D. Need for Additional Accommodation

(a) The need for additional school accommodation as implied in forecasts submitted by school boards in 1970 and 1971 for the ensuing five-year and ten-year periods is for most boards far in excess of the number of pupil places for which any real justification can be made. In general, the forecasts are not based on detailed studies of the board's requirements, nor do they take adequately into account probable overall enrolment patterns. They are, in too many cases, totally lacking in realism, and they provide further evidence that there must be more thorough and sophisticated planning in the process of assessment of need for additional school facilities.

WE RECOMMEND;

(5) THAT, IN ADDITION TO THE MEASURES ALREADY CITED, ANY PROPOSAL FOR ADDITIONAL ACCOMMODATION, PUT FORTH BY A BOARD TO THE MINISTRY, INCLUDE A DETAILED AND FULLY DOCUMENTED JUSTIFICATION FOR SUCH ACCOMMODATION AND THAT IN THE ABSENCE OF SUCH JUSTIFICATION NO PROPOSAL BE CONSIDERED,

(b) For more than twenty years the rapidly increasing enrolments at the elementary school level meant that both Public School boards and Separate School boards could provide accommodation at the fastest rate possible with little or no danger of overbuilding. The decelerating rate of increase in recent years and the decline in enrolments now being experienced, however,

have already resulted in a small excess of classroom space in a number of school board jurisdictions. The situation is now being accentuated in certain areas by the transfer of assessment of a number of Roman Catholic ratepayers who are becoming Separate School supporters, under the provisions of The Separate Schools Act. The result is that some Separate School boards have already made provision. Consequently, unless there is the closest co-operation between the two types of boards, and unless provision is made for the use of the excess accommodation of one board by another board which may be in need of additional pupil places, there will be a duplication of space with corresponding duplication of the costs of providing it. The amounts involved could reach many millions of dollars.

During the last twenty-five years, the people of Ontario provided school accommodation on an unprecedented scale. Now that enrolments have stabilized or are declining, the taxpayers can justly expect some abatement of the pressure imposed by twenty-five years of expansion. Under these circumstances, it is the strongly held view of the Committee that no waste or duplication of school accommodation should be permitted or tolerated. We are confident that the educational objectives of the Province need not be in any way compromised by a resolute determination to avoid waste in the use of physical facilities, and we are confident that the people of Ontario share this view.

WE RECOMMEND:

(6) THAT THE TOTAL CLASSROOM ACCOMMODATION WITHIN THE SAME GEOGRAPHIC AREA SERVED BY A PUBLIC SCHOOL BOARD AND A SEPARATE SCHOOL BOARD BE BASED ON THE TOTAL ENROLMENT OF THE TWO BOARDS IN THAT AREA. WHERE ONE BOARD IS ABLE TO JUSTIFY THE NEED FOR MORE ACCOMMODATION, IT SHOULD BE REQUIRED TO CONSULT WITH THE OTHER BOARD TO DETERMINE IF ITS NEEDS CAN BE MET BY SOME CO-OPERATIVE EFFORT. ONLY FOR THE MOST COMPELLING REASONS SHOULD THE ACCOMMODATION PROBLEM OF A BOARD BE MET BY THE PROVISION OF ADDITIONAL ACCOMMODATION WHEN THE NECESSARY AMOUNT OF ACCOMMODATION IS ALREADY AVAILABLE AND UNUSED BY ANOTHER BOARD SERVING THE SAME GEOGRAPHIC AREA.

WE FURTHER RECOMMEND THAT WHEN ANY PROPOSAL FOR THE CONSTRUCTION OF ADDITIONAL SCHOOL ACCOMMODATION IS PUT FORWARD TO THE MINISTRY OF EDUCATION BY A BOARD AFTER COMPLETION OF THE STEPS OUTLINED IN THE PRECEDING RECOMMENDATIONS, THE PROPOSAL BE CONSIDERED IN THE LIGHT OF THE INFORMATION CONTAINED IN THE UP-TO-DATE INVENTORY CHECK LIST AND THE SPACE UTILIZATION DATA FOR EACH OF THE BOARDS IN THE GEOGRAPHIC AREA, TOGETHER WITH DETAILED JUSTIFICATION FOR THE DECISION TO REQUEST APPROVAL. IT SHOULD BE UNDERSTOOD THAT THE ONUS IS ON THE SCHOOL BOARD TO PROVE THE NEED, AND THAT IT IS THE RESPONSIBILITY OF THE REGIONAL OFFICE OF THE MINISTRY OF EDUCATION TO EXAMINE THE PROPOSAL IN DETAIL, TO DISCUSS WITH OFFICIALS OF THE BOARD ANY MATTER ABOUT WHICH THERE MAY BE QUESTIONS OR DOUBT, AND TO RECOMMEND ACCEPTANCE OF THE NEED FOR ACCOMMODATION ONLY WHEN ALL UNCERTAINTIES ABOUT ITS VALIDITY HAVE BEEN REMOVED.

E. Procedures for Approval of Capital Building Projects

The procedures for approval of additional school accommodation are contained in the publication, Capital Grant Plan 1971, issued by the Ministry of Education.

(a) When a school board submits to the Ministry of Education a building proposal for additional accommodation, the calculations of space allowances are based on the number of students in specific programs, the number of class-rooms required to accommodate the students in each program, the square foot allowance for each classroom for each type of program, and the total number of square feet. The latter figure then becomes the "Net Functional Floor Area". The total number of square feet for each type of classroom has a factor applied to it to determine the number of "Accommodation Units". The total of the results gives the "Project Accommodation Units". This latter figure is multiplied by an amount per Accommodation Unit to secure the "Calculated Approved Cost" for the project.

Some provision for flexibility exists in that the number of square feet

allowed for a particular type of classroom varies within designated limits. In addition, allowances can be made for deviation from these limits to meet the requirements of experimental or innovative programs if these can be justified by the school board.

Each classroom is given a "pupil loading" in accordance with the program to be conducted in it. For example, pupils may be in kindergarten, regular elementary classes, special education, art, music, home economics and industrial arts. The number of pupils allowed for each type of classroom is listed in Appendix A of this Report. The cumulative total for all types of accommodation is the "rated capacity" of the building. Over a period of years, it has become common practice to recognize an effective capacity for each type of classroom at ten per cent below the formula figures.

The method described above is unnecessarily complicated. It had its origin at a time when there were many school boards with little or no experience in school construction and when these boards did not have personnel capable of planning and supervising the provision of accommodation.

WE RECOMMEND;

(7) THAT THE BASIC ALLOWANCE FOR SPACE AND EXPENDITURE FOR A CAPITAL PROJECT BE DETERMINED BY THE NUMBER OF SQUARE FEET PER PUPIL AND A DOLLAR AMOUNT PER SQUARE FOOT FOR EACH OF THE ELEMENTARY AND SECONDARY LEVELS AND THAT THE SPACE AND DOLLAR ALLOWANCES BE DETERMINED BY STUDIES TO BE UNDERTAKEN BY THE SCHOOL PLANNING AND BUILDING RESEARCH SECTION OF THE MINISTRY OF EDUCATION.

(b) A school board is required to submit each capital building project to the Ministry of Education for approval if any part of the expenditure is to qualify for legislative grants or if capital funds to finance the project are to be secured from the Ontario Education Capital Aid Corporation or from other sources. If an expenditure is not eligible for legislative grant and if it is to be financed from current funds within the limit of one mill on equalized assessment (except Metropolitan Toronto where the

amount is two mills of local assessment) at each of the elementary and secondary levels, it is not necessary for the board to submit the project to the Ministry of Education.

It is desirable that a complete inventory of all accommodation for each school board be maintained within the Ministry of Education if the Ministry is to make judgement about the necessity for additional space. This objective is unattainable as long as some of the capital projects being undertaken by boards are not submitted to the Ministry. Moreover, it would be helpful to school boards to have the comments and advice of officials of the Ministry of Education for all capital building projects.

WE RECOMMEND:

(8) THAT EXPENDITURES BY SCHOOL BOARDS FROM CURRENT FUNDS FOR ALL SITES AND CAPITAL BUILDING PROJECTS, WHEN THE EXPENDITURES ARE NOT ELIGIBLE FOR LEGISLATIVE GRANTS, BE SUBMITTED TO THE MINISTRY OF EDUCATION, AS A MATTER OF INFORMATION AND FOR RECORD PURPOSES, IN THE SAME MANNER AS EXPENDITURES WHICH ARE FINANCED BY DEBENTURES OR WHICH ARE ELIGIBLE FOR LEGISLATIVE GRANTS.

(c) The Ministry of Education assists school boards in several ways in planning and developing accommodation. Ministry officials are available for consultation with representatives of boards, with architects and with planners, at the several stages in the processing of an approval for a building project. The Ministry issues a number of publications giving information and advice to assist boards to meet satisfactory standards. Some of the Guidelines suggest rather ideal layouts for particular areas of the instructional program. In some cases, these suggestions are unrealistic in that they necessitate expenditures which are in excess of the amounts which may be approved for legislative grant purposes. The effect of incorporating the ideal layouts for all subject areas into one school would be to make the cost exorbitant and prohibitive.

The services provided by the Ministry to school boards have been helpful

in many ways. There is a need for an extension of these services in some areas and the provision of additional services in others.

WE RECOMMEND:

(9) THAT THE MINISTRY OF EDUCATION CONTINUE TO PROVIDE CONSULTATION AND ADVICE TO ASSIST BOARDS IN THE PLANNING OF SCHOOL ACCOMMODATION. PUBLICATIONS SHOULD INCLUDE REALISTIC GUIDELINES AND SUGGEST STANDARDS AND THESE SHOULD BE KEPT UP TO DATE. THE ARCHITECTURAL SERVICES SECTION OF THE MINISTRY SHOULD CARRY ON CONTINUOUS RESEARCH INTO THE COST OF ACCOMMODATION AS REVEALED BY PROJECTS APPROVED BY THE MINISTRY. THE FINDINGS OF SUCH RESEARCH INTO BUILDING COSTS FOR VARIOUS TYPES OF CONSTRUCTION MATERIALS, HEATING, LIGHTING, VENTILATION, ETC., IN ONTARIO AND IN OTHER JURISDICTIONS SHOULD BE REPORTED REGULARLY TO ALL BOARDS. RECORDS SHOULD BE MAINTAINED AND STUDIES CONDUCTED TO SHOW, FOR EXAMPLE, THE COMPARATIVE LONG RANGE COSTS WHEN INITIAL COSTS AND MAINTENANCE COSTS FOR DIFFERENT CONSTRUCTION MATERIALS ARE ADDED TOGETHER.

(d) The plans for school buildings require the separate approval of a number of central agencies in addition to the Ministry of Education. These include the Ontario Fire Marshal, the Air Management Branch of the Ministry of the Environment, and the Ministry of Health. In a few cases, the local counterpart of the central agency performs the approval function. The procedures are for the most part the result of circumstances that existed at the time they were established. In the changed conditions which now exist, they are administratively cumbersome and wasteful of time and money.

It is still imperative that the requirements for fire safety, pollution control, and health protection be fully met. The creation of larger school units has enabled boards to employ supervisory staff who are knowledgeable and experienced in these areas. The several central agencies still have an important role to play in the development of standards in their special areas. It is no longer necessary, however, for them to be involved in the administrative process by which each set of plans is given approval.

WE RECOMMEND;

(10) THAT EACH CENTRAL AGENCY, IN CO-OPERATION WITH THE MINISTRY OF EDUCATION, MAINTAIN AND REVISE, AS CIRCUMSTANCES MAY WARRANT, STANDARDS AND REQUIREMENTS FOR SCHOOL BUILDINGS IN THE AREAS OF ITS SPECIAL RESPONSIBILITY; THAT THE MINISTRY OF EDUCATION ISSUE THESE SPECIFICATIONS TO SCHOOL BOARDS, ARCHITECTS, AND PLANNERS; AND THAT THE RESPONSIBILITY FOR ENSURING THAT THE REQUIREMENTS ARE MET BE GIVEN TO ONE AGENCY, THE SCHOOL PLANT APPROVALS SECTION OF THE MINISTRY OF EDUCATION.

(e) In recognition of the higher costs of school construction in the Northern parts of the Province, the Ministry of Education maintains three "Geographical Cost Zones". When approval is given for a building project in Zones 2 and 3 an allowance is made in accordance with a formula whereby a higher expenditure is permitted up to a ceiling and the actual expenditure up to this ceiling is approved for legislative grant purposes. Most of the Province is in Zone 1 where the basic cost values apply. Zone 2 embraces part of Nipissing District and the districts of Algoma, Cochrane, Manitoulin, Sudbury, and Timiskaming, while Zone 3 includes the districts of Kenora, Rainy River and Thunder Bay. Factors such as remoteness from the base of construction companies, weather conditions, nature of school sites, and transportation of building materials and equipment increase the total cost of school construction in the North.

We believe that there is justification for differentials in the amount of the expenditures and approvals for grant purposes for school buildings in various parts of the Province. While the justification for the differentials is probably greatest between the southern and northern parts of the Province, we have some doubt that the present allowances as set out in the Table of Values recognize adequately the differences that exist for school boards across the Province.

WE RECOMMEND;

(11) THAT COST DIFFERENTIALS FOR SCHOOL CONSTRUCTION IN THE NORTHERN PARTS OF THE PROVINCE BE CONTINUED BUT THAT THEY BE

BASED ON THE FORMULA RELATED TO THE COST PER SQUARE FOOT, AS SET OUT IN RECOMMENDATION 7. WE FURTHER RECOMMEND THAT THE ARCHITECTURAL SERVICES SECTION OF THE MINISTRY OF EDUCATION UNDERTAKE A RESEARCH STUDY TO DETERMINE THE VALIDITY OF THE PRESENT ZONE BOUNDARIES AND THE COST DIFFERENTIALS ALLOWED. THE STUDY SHOULD CONSIDER THE POSSIBILITY THAT SIGNIFICANT COST DIFFERENCES EXIST WITHIN EACH OF THE THREE EXISTING ZONES AND THAT THE PRINCIPLE OF COST DIFFERENTIALS OUGHT TO BE APPLICABLE AMONG SOME AREAS IN SOUTHERN ONTARIO AS WELL. IF THE OBJECTIVE EVIDENCE SUPPORTS THESE POSSIBILITIES, THE NECESSARY ADJUSTMENTS SHOULD BE MADE IN THE BOUNDARIES OF THE GEOGRAPHIC ZONES AND THE AMOUNT OF THE COST DIFFERENTIALS ALLOWED.

(f) Great variation exists in the size of school sites and all too often there is little relationship between the size of the site, the design of the buildings, and the nature and extent of the programs conducted in them. These findings apply particularly in the core areas of older cities where sites were designated in the latter part of the last century or early in this one. Decisions to add to the size of the sites in built-up areas have resulted in huge capital outlays for land acquisition, in dislocation of residents whose homes have been expropriated, and in antipathy to the schools and the school system. In other cases, the original building on a site of adequate size at the time has had a number of additions made to it without any additional land being acquired. The result is that the building has encroached on the play area while the acreage thus reduced has been required to serve a greater number of pupils.

While there has been considerable improvement in the adequacy of school sites during the last two decades, there are still problems in securing the necessary land in new developments in larger centres and in suburban areas. Some progress has been made by school boards towards co-operative action in the designation and acquisition of a site large enough to meet the needs of two boards. In other situations, recreation councils and parks' boards have acquired land for their purposes adjoining school sites. These developments are highly desirable but are not yet widespread in their application.

We conclude that when a school site is originally designated it should be large enough to meet the needs resulting from maximum development of the area from which the student population will be drawn. There is substantial mutual benefit to be derived from co-operation among school boards in the designation and acquisition of one school site to serve the needs of the school boards in the area. The advantages can be extended to include municipal councils, planning boards, recreation councils, parks' boards, and possibly library boards. Wherever possible, the designation of a common site large enough to accommodate the variety of functions performed by some or all of these agencies would result in real advantages. Each body would be able to utilize more space than it could hope to have on a separate site. The total space necessary would be less in a joint venture on one large site than the total of the space for several separate developments. There would also be major and significant advantages from the integration of programs and activities which proximity would permit while avoiding the duplication which remoteness of one agency from another seems to promote.

WE RECOMMEND;

(12) THAT THE MINISTRY OF EDUCATION ESTABLISH MINIMUM STANDARDS FOR THE SIZE OF SCHOOL SITES. THESE REQUIREMENTS SHOULD TAKE INTO ACCOUNT THE MAXIMUM POTENTIAL ENROLMENT FOR THE AREA TO BE SERVED BY THE SCHOOL OR SCHOOLS TO BE ERECTED ON THE SITE. LOCAL AUTHORITIES REPRESENTED BY SCHOOL BOARDS, MUNICIPAL COUNCILS, PLANNING BOARDS, RECREATION COUNCILS, PARKS' BOARDS, AND LIBRARY BOARDS SHOULD WORK CO-OPERATIVELY IN THE PLANNING OF AREAS TO BE ALLOCATED TO SERVE THEIR PARTICULAR PURPOSES. WHEREVER POSSIBLE, A COMMON SITE LARGE ENOUGH TO ACCOMMODATE THE VARIETY OF FUNCTIONS PERFORMED BY THESE AGENCIES SHOULD BE DESIGNATED.

(g) Where there has been co-operation among local authorities in the planning of school sites, recreation centres, and park lands on adjoining properties, it has worked to the mutual advantage of school boards, municipal councils, and recreation councils. In a number of centres, it has been found feasible to reduce the actual size of the school site because of the

availability of public park lands nearby. The possibility exists, however, that a school board could find itself with too limited a site if it should at some time in the future lose access to adjoining public park lands.

Under the provision of Section 33, subsection (9) of The Planning Act, as amended by Section 5, subsection (3) of The Planning Amendment Act, 1972, a municipal council may sell land conveyed to it to be used for park purposes within a period of five years with the approval of the Minister or after five years without the approval of the Minister. If, for any reason, a municipal council should dispose of park land adjoining a school site, it could result in inadequate space for the school's educational program and play area. Even one such example could work against the developing trend towards greater co-operation among local bodies in the use of public park land areas.

So that the planning of the size of school sites by boards can take into account adjoining park lands and so that there can be no doubt about the permanency of the designation of such lands for park purposes, the Committee feels that The Planning Act ought to be further amended to exclude park lands adjoining school sites from the possibility of sale while the school site is in use for educational purposes.

WE RECOMMEND:

(13) THAT THE PLANNING ACT, AS AMENDED BY SECTION 5, SUBSECTION (3) OF THE PLANNING AMENDMENT ACT, 1972, BE FURTHER AMENDED TO PROVIDE THAT WHERE PARK LAND ADJOINS A SCHOOL SITE THE PARK LAND CONTINUE IN USE FOR THAT PURPOSE AT LEAST AS LONG AS THE SCHOOL SITE IS USED FOR EDUCATIONAL PURPOSES.

F. Financing Capital Building Programs

(a) The estimated cost of new schools and additions built during the period 1946 to 1971 totals \$2.75 billions, of which \$1.40 billions was at the elementary level and \$1.35 billions at the secondary level. The number of pupil places provided at the elementary level exceeds by a small

margin the total number of pupils enrolled in 1971. At the secondary level the number of places provided is slightly below the enrolment in 1971.

In 1970, the amount of outstanding indebtedness on principal for elementary school construction stood at \$900 millions and at \$420 millions for secondary. The interest charges are in addition to these amounts. The repayments in 1970 for both principal and interest were approximately \$116 millions and \$57 millions respectively for a total of \$173 millions.

The funds made available through the Ontario Education Capital Aid Corporation were at the \$200 million level each year for the three-year period 1969-70 to 1971-72 inclusive. The estimated amount for 1972-73 is \$159 millions.

The fact that a substantial proportion of the pupil enrolment is accommodated in schools constructed since 1946, that enrolments are decreasing in the elementary schools and will be decreasing in the secondary schools after 1977, and that outstanding capital indebtedness is at a high level, support the conclusion that expenditures for school construction should be sharply reduced. It is the Committee's view that this action can be taken without any detrimental effect on school programs.

WE RECOMMEND:

(14) THAT THE AMOUNT OF CAPITAL MONEY TO BE MADE AVAILABLE TO THE ONTARIO EDUCATION CAPITAL AID CORPORATION TO PROVIDE ACCOMMODATION IN ELEMENTARY AND SECONDARY SCHOOLS BE LIMITED TO \$50 MILLIONS PER YEAR, IN TERMS OF 1972 CONSTANT DOLLARS, FOR EACH OF THE FISCAL YEARS 1973 TO 1981 INCLUSIVE, A REDUCTION OF \$109 MILLIONS BELOW THE AMOUNT ALLOCATED FOR 1972.

(b) It will still be necessary to construct some additional pupil places to meet the essential needs of particular areas. There are a few growth areas where all existing accommodation is being fully utilized. Some other jurisdictions which have an excess of classrooms are not always able to use them fully because of local conditions or circumstances. In a few

centres, the need to rehabilitate a school will occur. For most boards, however, the need for additional accommodation has been met to a substantial degree.

It is our view that the sum of \$50' millions a year is adequate to provide essential facilities required by school boards for the balance of this decade. This assumes, of course, that boards will confine their requests for funds for capital expenditures to provide only essential accommodation of the highest priority.

WE RECOMMEND:

(15) THAT THE MINISTRY OF EDUCATION ESTABLISH NEW CRITERIA FOR THE APPROVAL OF BUILDING PROPOSALS TO PROVIDE ESSENTIAL ACCOMMODATION ONLY, THAT THE AVAILABLE CAPITAL FUNDS BE ALLOCATED ON THE BASIS OF THE HIGHEST PRIORITY AND ONLY WHEN THE NEED FOR ACCOMMODATION CANNOT BE MET EXCEPT BY THE CONSTRUCTION OF ADDITIONAL PUPIL PLACES, AND THAT THE AMOUNT OF THE APPROVALS IN ANY YEAR NOT EXCEED THE AMOUNT OF THE ALLOCATION OF \$50 MILLIONS TO THE ONTARIO EDUCATION CAPITAL AID CORPORATION.

(c) When a school board submits a building project to the Ministry of Education for final approval, the practice is to approve on the average approximately 90 per cent of the actual cost for legislative grant purposes.

While this policy may be designed to discourage a board from proceeding with a project because the board will have to pay ten per cent of the cost wholly out of local taxation, it does not seem to have had much of a deterrent effect. It also means that boards, regardless of variation in local assessment, have to raise a common ten per cent amount. This imposes a proportionately heavier burden on boards with lower assessment. It also means that the principle of equalization applicable to the nine-tenths of the cost approved for grant purposes is denied for the unapproved one-tenth which must be paid wholly at the local level regardless of the variations in the ability of boards to pay.

WE RECOMMEND;

(16) THAT THE ACTUAL COST OF A SCHOOL BUILDING REQUIRED FOR THE EDUCATIONAL PROGRAM BE ACCEPTED FOR LEGISLATIVE GRANT PURPOSES FOR ANY PROJECT FOR WHICH BUILDING PROPOSAL APPROVAL IS GIVEN AFTER JANUARY 1, 1973.

(d) At the present time, when a school board undertakes a building project it may, if it desires, provide accommodation which exceeds the standards established by the Ministry of Education. When this is done, the cost of the extended facilities is not eligible for approval for legislative grant purposes and the whole of the excess cost must be borne by the local taxpayer.

It is our view that some areas of the Province, particularly those with a relatively high assessment, have been able to provide accommodation in excess of essential requirements. We consider the standards set by the Ministry of Education to be fully adequate to permit a very high standard of education to be provided in all parts of the Province. Thus, it should be unnecessary in the future to exceed the Ministry's standards in the design and construction of school buildings using the type of formula referred to in Recommendation 7.

WE RECOMMEND;

(17) THAT, WHEN A FORMULA FOR APPROVAL OF CAPITAL PROJECTS IS DEVELOPED ON THE BASIS OF AREA PER PUPIL AND COST PER SQUARE FOOT, AS PROPOSED IN RECOMMENDATION (7), ALL BOARDS BE REQUIRED TO PROVIDE ACCOMMODATION FOR ESSENTIAL EDUCATIONAL PURPOSES WITHIN THE CALCULATED AMOUNT AND THAT NO EXCESS EXPENDITURE BY A BOARD OVER THIS AMOUNT BE PERMITTED.

(e) In a large number of capital projects, approval is given for expenditures for facilities in addition to those considered essential for the basic

school program. Examples of this type of accommodation are swimming pools, auditoria, and community recreation centres. Expenditures for these purposes are not approved for legislative grant purposes so that the total cost of payment of debt charges for them are assessed to the local taxpayers. Authority exists in The Schools Administration Act for a school board to enter into an agreement with the council of a municipality in respect of the joint use of educational and municipal facilities.

It is our view that a school board ought to be able to make expenditures on its schools for additional facilities not considered essential to its educational program provided the money to construct the facilities is made available to the board from other sources, usually the municipal council.

WE RECOMMEND;

(18) THAT A SCHOOL BOARD CONTINUE TO HAVE AUTHORITY TO ENTER INTO AN AGREEMENT WITH MUNICIPAL AUTHORITIES TO PROVIDE FACILITIES IN SCHOOLS IN ADDITION TO THOSE ESSENTIAL TO THE EDUCATIONAL PROGRAM, THAT NO PART OF THE CAPITAL COST OF SUCH STRUCTURES BE BORNE BY THE SCHOOL BOARD, AND THAT THE TOTAL CAPITAL FUNDS FOR THESE FACILITIES BE PROVIDED TO THE BOARD BY THE MUNICIPAL AUTHORITY OR AUTHORITIES. WE FURTHER RECOMMEND THAT, WHERE THESE FACILITIES ARE PROVIDED IN A SCHOOL, THE BOARD ASSUME A REASONABLE SHARE OF THE COST OF OPERATION OF THE FACILITIES IN RELATION TO THE BOARD'S SHARE OF THE USE OF THE FACILITIES FOR THE EDUCATIONAL PROGRAM.

(f) School boards have authority under the provisions of the various school Acts to issue debentures to finance capital building projects. The one exception is the Metropolitan Toronto School Board, which, under the provisions of The Municipality Of Metropolitan Toronto Act, must apply to the Metropolitan Council. The legislation in the latter Act preceded the general legislation in the various school Acts.

It is the view of the Committee that this anomaly should be removed and

that the general legislation should apply to all school boards.

WE RECOMMEND;

(19) THAT THE MUNICIPALITY OF METROPOLITAN TORONTO ACT BE AMENDED TO DELETE SECTION 1 (D) OF SECTION 218 OF THE ACT AND THAT THE GENERAL LEGISLATION CONTAINED IN SECTION 35 OF THE SECONDARY SCHOOLS AND BOARDS OF EDUCATION ACT, REGARDING THE AUTHORITY OF A SCHOOL BOARD TO ISSUE DEBENTURES FOR PERMANENT IMPROVEMENTS, BE MADE APPLICABLE TO THE METROPOLITAN TORONTO SCHOOL BOARD.

(g) The rate of grant on the proportion of the recognized extraordinary expenditure eligible for general legislative grants is now at a high level for most boards, with an average rate of about 80 per cent. Consequently, the Province pays a substantial proportion of annual repayment by school boards on the approved portion of the principal and interest for capital building programs. Since most debentures were issued for a twenty-year period, boards have considerable outstanding indebtedness as a result of the great amount of school construction in the 1950's and 1960's. In addition, the unapproved portion of expenditures for schools is repayable in its entirety by the boards. The result is that in spite of the high grant rate noted above, there is still a sizeable proportion of the costs which must be borne wholly by the local taxpayers.

Most of the debentures on which annual payment is now being made were sold at a time when local planning boards and municipal councils could determine the nature and extent of the development which might take place in their jurisdictions. Circumstances have changed considerably in the last few years. The need for overall planning on a broader basis has resulted, for example, in the development of the Toronto Centre Region Plan and the decision to build the community of Cedarwood in Ontario County in conjunction with the establishment of the new Pickering Airport. It is, in our view, unreasonable to expect school boards already making repayment on capital indebtedness incurred in the past to assume any part of the repayment for additional school construction made necessary by this type of

development. This position is particularly justified since the new facilities will be required to serve a population in developments created by higher levels of government and designed to serve a much broader geographic area than is represented by the jurisdiction of the school board.

Several of our Recommendations are designed to make certain that only essential accommodation is provided while at the same time ensuring that where a genuine need exists it can be met without undue burden on taxpayers at the local level. Most of our Recommendations are interdependent. For example, the requirement that any request be fully documented and justified, that any accommodation approved for construction must be provided within the formula adopted by the Ministry of Education, that the amount of money to be made available in any one year not exceed \$50 millions have all been put forward as parts of an overall plan which includes our next Recommendation. Consequently, it must be recognized that the allocation of \$50 millions should be a firm maximum sum and it is on this basis that we make our next proposal.

WE RECOMMEND:

(20) THAT THE MINISTRY OF EDUCATION AGREE TO PAY 100 PER CENT OF THE ANNUAL REPAYMENT OF PRINCIPAL AND INTEREST ON DEBENTURES ISSUED BY SCHOOL BOARDS TO PROVIDE SCHOOL BUILDING ACCOMMODATION FOR WHICH BUILDING PROPOSAL APPROVAL IS GIVEN BY THE MINISTRY OF EDUCATION AFTER JANUARY 1, 1974.

(g) A school board may make expenditures from current funds in any year for permanent improvements referred to in subparagraphs (i), (ii), (iii), and (vii) of paragraph 18 of subsection 2 of Section 1 of The Schools Administration Act. The authority for the expenditures is found in subparagraphs (i) and (ii) of subsection (1) (d) of Section 31 of The Secondary Schools and Boards of Education Act, as amended by Section 7 of The Secondary Schools and Board of Education Amendment Act, 1972; in subparagraph (iv) of subsection (1) (b) of Section 51 of The Public Schools Act, as amended by Section 14 of The Public Schools Amendment Act, 1972; and in Section 65 of The Separate Schools Act, as amended by Section 21 of

The Separate Schools Amendment Act, 1972. The amount of the permissible expenditure is calculated at one mill on the total of the equalized assessments supporting a particular board. In the case of a board of education one mill on the equalized assessment can be spent at each of the elementary and secondary school levels. The one exception to the general legislation contained in The Secondary Schools and Boards of Education Act, and the amendment in 1972, is the Metropolitan Toronto School Board. Under the provisions of subparagraph (v) of paragraph (g) of Section 127 of The Municipality of Metropolitan Toronto Act, The Metropolitan Toronto School Board may make expenditures for permanent improvements of an amount not to exceed two mills on the dollar on the appropriate assessment in the Metropolitan Area for each of public school purposes and of secondary school purposes. It should be noted that in this case the calculation of the expenditure is based on local assessment rather than equalized assessment which is applicable in the general legislation.

It is our view that existing arrangements for the financing of new buildings and additions for instructional purposes by the issue of debentures and the recommendations which we have made for the payment of grants on the annual instalments of principal and interest are adequate to ensure that essential accommodation is provided. It is, therefore, unnecessary "to provide for the acquisition or erection of a building used for instructional purposes and any addition, alteration or improvement thereto" by an expenditure from current funds of up to one mill in the dollar on equalized assessment at each of the elementary and secondary levels. The provision of two mills on local assessment in Metropolitan Toronto seems to us to be highly excessive. The limits should be reduced so that the taxpayer will not be required to bear in any one year the cost of a school or schools which will last for many years.

WE RECOMMEND:

(21) (1) THAT THE SECONDARY SCHOOLS AND BOARD OF EDUCATION ACT, THE PUBLIC SCHOOLS ACT, AND THE SEPARATE SCHOOLS ACT, AS AMENDED IN 1972, BE FURTHER AMENDED TO REDUCE THE EXPENDITURE A BOARD MAY MAKE FROM CURRENT FUNDS FOR PERMANENT IMPROVEMENTS FROM THE EQUIVALENT OF ONE MILL IN THE DOLLAR ON EQUALIZED

ASSESSMENTS AT EACH OF THE ELEMENTARY AND SECONDARY LEVELS TO THE EQUIVALENT OF ONE-HALF MILL IN THE DOLLAR ON EQUALIZED ASSESSMENTS AT EACH LEVEL, AND

(II) THAT THE MUNICIPALITY OF METROPOLITAN TORONTO ACT BE AMENDED TO REDUCE THE EXPENDITURE A BOARD MAY MAKE FROM CURRENT FUNDS FOR PERMANENT IMPROVEMENTS FROM THE EQUIVALENT OF TWO MILLS IN THE DOLLAR ON LOCAL ASSESSMENT AT EACH OF THE ELEMENTARY AND SECONDARY LEVELS TO THE EQUIVALENT OF ONE-HALF MILL IN THE DOLLAR ON LOCAL ASSESSMENT AT EACH LEVEL.

(i) The cost to acquire a school site varies greatly from board to board and from area to area under the jurisdiction of the same board. The present formula for approval for grant purposes of an expenditure by a board for a site is based on the equalized assessment of the property two years prior to the purchase or the actual cost whichever is the lesser. Often the necessity to acquire a site arises from a development which was not contemplated when the assessment was established. In these cases the assessment bears little relationship to the actual price of land at the time of purchase of a site. The result is that usually only a small proportion of the cost is eligible for grant.

It is most difficult to develop criteria which will provide a reasonable basis for the payment of legislative grants on the purchase price of school sites. The great variety of conditions and circumstances determining the cost in different parts of the Province is a major factor in the problem. It is our view that the cost of school sites ought to be paid by local taxpayers and that if this is the case there will be the maximum incentive to ensure that the price is reasonable and just.

The financial relief afforded to local taxpayers by our other Recommendations, particularly the Recommendation that 100 per cent of the cost of capital building projects be paid by the Ministry of Education, will enable them to assume the small proportion of the school site cost paid by legislative grant under the present formula. Since it will no longer be necessary for boards to provide from current funds for the acquisition or

erection of a building used for instructional purposes, it will be possible to accommodate the purchase price of school sites within the one-half mill expenditure permitted for permanent improvements.

WE RECOMMEND:

(22) THAT SCHOOL BOARDS ASSUME THE TOTAL COST OF THE ACQUISITION OF A SCHOOL SITE AND AN ADDITION OR AN IMPROVEMENT TO A SCHOOL SITE, EFFECTIVE JANUARY 1, 1973, WITH THE COST TO BE PROVIDED AS A CAPITAL EXPENDITURE FROM CURRENT FUNDS.

CHAPTER 3

PUPIL TRANSPORTATION*

FINDINGS, CONCLUSIONS, RECOMMENDATIONS

The provision of pupil transportation by school boards in Ontario has been a parallel development with many other changes in our society and in education as part of that society. Fifty years ago almost every child walked to school from his home or, if this was impossible, boarded with a family in the centre where the school was located. The building of additional roads and highways, improvements in methods of surfacing them, extension of snow-ploughing service and improvement in methods of providing it, and the availability of better and larger vehicles have contributed to the extension of the pupil transportation service. The growth of population, the shift of people from rural to urban or semi-urban areas, the greater mobility of the family because of the automobile, and increased financial resources for public services are societal factors that have made pupil transportation more acceptable to parents and school boards. Educational progress, precipitated not only by changes in the society, but also by new developments in educational thought and practice, has had a profound effect on the growth of this service. Among the more important influences have been the creation of larger units of administration, the establishment of central elementary and composite secondary schools, the growth of the concept of equality of educational opportunity, the provision of special programs for handicapped children, and the development of more sophisticated methods and techniques of instruction.

The needs of children and the possibilities of meeting them in schools where a wide variety of programs can be offered by competent and specialized professional staff have necessitated transportation services for a large proportion of the student body. Today, more than twenty-five per cent of the total elementary school enrolment and almost thirty per cent of the total secondary school enrolment are provided with transportation daily. The actual number

* Report on Pupil Transportation. Interim Report Number Three, Committee on the Costs of Education, Toronto, May, 1973.

of pupils transported is greater than one-half million. Some idea of the magnitude of the operation necessary to get these students to school each day can be gained by comparison with the extent of the Toronto Transit Commission system for Metropolitan Toronto. Last year the Commission transported an average of 1,158,000 passengers on a typical business day. School boards transported nearly half that number and did so with a greater proportion of their passengers travelling longer distances, often over difficult terrain, using other than first-class roads, under more adverse weather conditions, in a variety of vehicles from buses, vans, passenger cars, boats, snowmobiles to, in at least one case each, a swamp buggy and a four-wheel drive jeep. In addition, there were time constraints imposed by the opening and closing hours for schools and the scheduling of classes.

Each school board must make provision within its organizational structure for the efficient and economical operation of its transportation system. While the quality of service to pupils is of first importance, the extent of the financial commitment requires that the board ensure that essential transportation is provided at reasonable cost. In 1971-72, the total expenditure by school boards for regular transportation between home and school and between school and school was just over \$56 million. With an additional sum of \$14 million spent for other types of transportation, the total expenditure was \$70 million. By comparison, the total expenditures for the Toronto Transit Commission in 1971 were \$86.5 million.¹

It is with the matters referred to above that this Report deals. Our findings, conclusions, and recommendations are summarized in this chapter. The supporting information, data, and analyses are provided in more detail in succeeding chapters.

A. Operation and Administration of Transportation Services

(a) Because of the great number of variables from one school board to another, many different patterns for the operation and administration of

¹Toronto Transit Commission Annual Report 1971, Toronto Transit Commission, Toronto, 1972, p. 5.

transportation services will inevitably exist. While recognizing the need for flexibility, we have concluded that there are some areas where it would be desirable for most boards to introduce improvements in present practices by adopting a uniform procedure. At the present time, many boards enter into contracts with bus operators after negotiation of costs. Others use a formula as a basis for negotiating a contract. Still others advertise for tenders or quotations. We have no knowledge that the practice of contracting by negotiation is less efficient than that of inviting tenders. It is, however, open to the accusations that it may be more costly or that it may result in favouritism. Consequently, our view is that all transportation routes should be advertised by tender, with the usual qualification that the lowest or any tender need not be accepted. In this way, the school board can be assured that it is acting in the best interests of all concerned without being compelled to accept those tenders that for legitimate reasons it wishes to reject.

WE RECOMMEND:

(1) THAT ALL TRANSPORTATION ROUTES BE ADVERTISED FOR TENDER TO ENSURE THAT THE BEST POSSIBLE PRICE IS SECURED FOR THE SERVICE TO BE PROVIDED AND TO ASSURE THE PUBLIC THAT THE ADMINISTRATION OF TRANSPORTATION SERVICES IS BEING CONDUCTED IN ACCORDANCE WITH SOUND BUSINESS PRACTICE.

(b) There is evidence that contracts are being negotiated between bus operators and a few boards without the benefit of a specific description of the bus route to which the contract applies. We understand that it would require a considerable amount of administrative work and some additional costs to develop a detailed specification for each school bus route. In spite of these problems, we are convinced that an exact specification is required if prices are to relate in any meaningful way to the services to be performed. Otherwise, it seems inevitable that the prospective contractor must include in his price an amount to cover the cost of unspecified services that he may have to provide. In any case, the tender requirement recommended above will, if adopted, necessitate the development of specifications.

WE RECOMMEND;

(2) THAT A DETAILED SPECIFICATION FOR EACH SCHOOL BUS ROUTE BE DEVELOPED SO THAT BUS OPERATORS, WHEN CALCULATING THE AMOUNT OF THEIR TENDERS, WILL KNOW THE EXACT SERVICES TO BE PROVIDED.

(c) The law requires school bus operators under contract with the school boards to provide proper insurance. There is, however, evidence that some boards do not keep records of the insurance carried by these contractors. It is our view that as a responsible public body each board should have on file evidence that insurance is in force and that the types and amounts are adequate. Other relevant information such as the name of the insurance company, the name of the agent servicing the policy, and expiry dates should be recorded for all transportation insurance whether the vehicles are operated by private contractor or the board itself. Boards should as a matter of policy establish requirements to be met regarding insurance coverage for transportation services.

WE RECOMMEND;

(3) THAT EACH SCHOOL BOARD AS A MATTER OF POLICY ESTABLISH REQUIREMENTS TO BE MET REGARDING INSURANCE COVERAGE FOR TRANSPORTATION SERVICES AND THAT EACH BOARD MAINTAIN A COMPLETE RECORD OF THE INSURANCE IN FORCE ON ALL VEHICLES WHETHER OWNED BY BUS OPERATORS UNDER CONTRACT TO THE BOARD OR BY THE BOARD ITSELF.

(d) Within the organizational structure of school boards, the arrangements for the administration of transportation services vary widely. There is no identifiable pattern in the number of personnel assigned to this function in relation to the number of pupils transported or to the percentage transported by contractor or by the board itself. Neither is there any apparent relationship between the qualifications required of, and the supervisory

level accorded to those assigned responsibility for transportation by various boards. Within school systems, there are examples of lack of definition of responsibility, particularly between the educational and business branches. Our view is that each board should review its provision for the administration of transportation services, determine the best method to ensure an efficient and economical operation, develop job specifications related to this function, and designate the personnel to be responsible.

WE RECOMMEND:

(4) THAT EACH SCHOOL BOARD REVIEW ITS ARRANGEMENTS FOR THE ADMINISTRATION OF TRANSPORTATION SERVICES, DEVELOP AN ORGANIZATION WHICH WILL ENSURE AN EFFICIENT AND ECONOMICAL OPERATION, DESCRIBE THE POSITIONS TO BE FILLED, AND DESIGNATE THE PERSONNEL TO BE RESPONSIBLE.

B. Role of the Ministry of Education

(a) Detailed study of the replies to our Transportation Survey and of the transportation forms included in the annual financial reports forwarded to the Ministry of Education indicates that the present level of record-keeping by most boards is inadequate. Where numerical data and other information are unavailable, incomplete, or lacking comparability, it is difficult or impossible to make meaningful statistical and financial analyses. Further study of operating areas such as vehicle and staff utilization, route design, contract pricing, and levels of service is necessary if any real assessment of efficiency is to be made. Variables from jurisdiction to jurisdiction do, of course, make effective comparisons among boards difficult, but there are basic differences that cannot be explained even after appropriate allowance for uncommon factors. In some cases, for example, unit costs are inordinately high; in others, the proportion and numbers of students transported by certain boards bear little relationship to those transported by other boards in similar circumstances. Our conclusion is that the Ministry of Education, in cooperation with school boards, ought to

determine the numerical data and other information to be collected on a Provincial basis. The Ministry should then compile the information, analyse it, and make the results known to all school boards and the public. This information should be useful to boards as they work to achieve greater efficiency in their transportation services.

WE RECOMMEND:

(5) THAT THE MINISTRY OF EDUCATION, IN CONSULTATION WITH SCHOOL BOARDS, DETERMINE THE NUMERICAL DATA AND OTHER INFORMATION ABOUT TRANSPORTATION SERVICES TO BE GATHERED ON A PROVINCIAL BASIS. THE MINISTRY SHOULD COMPILE THE INFORMATION, ANALYSE IT, AND MAKE THE RESULTS FOR EACH BOARD KNOWN TO ALL BOARDS AND THE GENERAL PUBLIC AS ONE OF THE CRITERIA TO BE USED TO ASSESS THE EFFICIENCY OF PUPIL TRANSPORTATION IN EACH JURISDICTION.

(b) To the extent that provision is made for it within the Ministry of Education, responsibility for transportation services is fragmented. The School Business Services Section of the School Business and Finance Branch is concerned with "techniques and safety". A different Section of the Branch is involved in administration and financial matters related to transportation and must, therefore, give some emphasis to liaison with Regional offices and school boards. There are other areas of significance that have not been assigned to any particular official. It is the view of the Committee that transportation services should be made the specific, full-time responsibility of a senior official. Several states in the United States and some provinces in Canada have such an official. Certainly the magnitude of the operation in Ontario justifies and requires a similar appointment. It would be the responsibility of this official to provide leadership and expertise for the Ministry and to advise officials of Regional offices and school boards with respect to such matters as system and route design for transportation services, administrative structure, safety practices, data collection and analysis, liaison with other departments of Government and interested organizations, and legislative grants.

WE RECOMMEND:

(6) THAT THE MINISTRY OF EDUCATION APPOINT A SENIOR OFFICIAL TO BE RESPONSIBLE FOR ALL ASPECTS OF TRANSPORTATION SERVICES AND THAT OTHER STAFF WITH THE NECESSARY QUALIFICATIONS BE PROVIDED TO ENABLE THE MINISTRY TO FULFIL A LEADERSHIP ROLE IN THE DEVELOPMENT OF POLICY AND TO PERMIT IT TO ASSIST SCHOOL BOARDS IN THEIR EFFORTS TO ACHIEVE EFFICIENT AND ECONOMICAL TRANSPORTATION SERVICES. THE HEAD OF THE OPERATION PROBABLY OUGHT TO POSSESS QUALIFICATIONS IN AREAS SUCH AS TRAFFIC ENGINEERING AND PLANNING, ADMINISTRATION, TRANSPORTATION SERVICES, AND FINANCE AND COST ANALYSIS. WORKING IN COOPERATION WITH THE APPROPRIATE STAFF OF THE REGIONAL OFFICES OF THE MINISTRY AND OF SCHOOL BOARDS, THIS OFFICIAL SHOULD RECOMMEND APPROVAL FOR GRANT PURPOSES OF EXPENDITURES BY BOARDS FOR TRANSPORTATION WHEN ESTABLISHED STANDARDS HAVE BEEN MET.

(c) With the increased provision of kindergarten classes for children in rural areas, the cost of transportation for these pupils has become a matter of considerable interest to school boards. In most urban areas where no transportation is necessary, kindergarten children have usually attended a half day every school day. The use of this organizational pattern in rural areas requires that a school bus return a class home during noon hour and pick up a second group for the afternoon session. It involves, therefore, additional transportation services and costs.

Some boards have adopted the alternate full-day kindergarten that pupils attend every second day. This pattern avoids additional transportation costs. Several attempts have been made to evaluate the two patterns in terms of educational desirability, but the results are inconclusive. It may be that the transportation costs saved by the alternate full-day arrangement are more than offset by under-achievement of educational objectives because the pupils are overly tired - particularly if they have to travel some distance by bus - or by strain put on children at any early age or by the irregularity of the attendance pattern. If factors such as these

are not significant, then some considerable savings can and should be made. They will, of course, be realized only in the variable costs since almost all costs associated with putting the vehicle on the road will already have been met. There is a need to assist boards and officials to make decisions in this area. A well-designed research study should be conducted to determine the educational implications of the two organizational patterns.

WE RECOMMEND:

(7) THAT THE MINISTRY OF EDUCATION SPONSOR AND SUPPORT FINANCIALLY THROUGH ITS RESEARCH GRANTS A THOROUGH STUDY BY COMPETENT RESEARCH PERSONNEL OF THE EDUCATIONAL ADVANTAGES AND DISADVANTAGES OF THE HALF-DAY EVERY DAY KINDERGARTEN AND THE ALTERNATE FULL-DAY KINDERGARTEN. THE RESULTS SHOULD BE MADE KNOWN TO ALL BOARDS TO ASSIST THEM TO MAKE DECISIONS ABOUT THE ARRANGEMENTS MOST SUITABLE FOR THEIR PARTICULAR CIRCUMSTANCES.

C. Safety

The various agencies and authorities with responsibility for the safety of pupils for whom transportation is provided by school boards have demonstrated their desire to afford the fullest possible degree of protection within the limits of the relevant legislation and other requirements. This fact is reflected in the available statistics, which - although not subject to exact comparison - clearly show that the fatality rate among passengers on school buses is considerably lower than the rate for all other road users. Other statistics reveal that the collision rate for school buses is lower - although not substantially so - than that for all motor vehicles.

These favourable comparisons are heartening in the light of one factor that is frequently ignored. Studies of the structural soundness of school buses conducted in the United States have revealed certain deficiencies that could be a safety hazard. School buses manufactured in Ontario are almost

identical in structural design and assembly with those produced in the United States.

In a number of other areas, some doubt exists about the adequacy of safety provisions. These include (a) the absence of such items as passenger seat belts, driver seat belts, and padding on the back of seats; (b) the provision that permits standing passengers up to one-third of the seating capacity in school buses licensed as public vehicles; (c) the absence of a legal limitation on the number of standees in a board-owned vehicle; (d) the confusion which exists in the minds of the general public about driving procedures when a school bus is stopped to take on or let off passengers; (e) the inapplicability of certain safety provisions to buses with a seating capacity of less than twenty-four passengers or to smaller vehicles with a seating capacity of less than ten passengers; and (f) the requirements for licensing of school bus drivers.

On the basis of the evidence available to us, we concluded that Ontario has been fortunate in the relatively small number of fatalities and the incidence of collisions involving school transportation vehicles, particularly when consideration is given to the number of passengers transported, the number of buses involved, and the distances travelled. But the sense of satisfaction that should accompany such a conclusion was tempered by our increased awareness of inconsistencies in safety requirements for the same type of vehicle depending on ownership, of varying requirements to determine the mechanical fitness of vehicles depending on size, of inadequacies in the legal requirements relating to equipment on some types of vehicles, and of deficiencies in the structural design and soundness of larger school buses.

We are aware that some improvements to provide greater safety would undoubtedly add to the cost of transportation. A higher initial price for new vehicles, a possible increase in the number of buses required, and higher maintenance costs would require a significant expenditure. Other improvements could be introduced for relatively little additional cost. Consequently, we concluded that some supplementary amount of money per pupil will be required for pupil transportation during the balance of this decade. Because we did not consider the actual changes that should be

made within our terms of reference, we were unable to determine the amount of money involved. We did, however, feel that action was required to determine the cost of, and to make provision for, those improvements necessary to dispel any doubts about the adequacy of safety provisions.

WE RECOMMEND:

(8) THAT THE MINISTRY OF EDUCATION INITIATE DISCUSSIONS WITH THE MINISTRY OF TRANSPORTATION AND COMMUNICATIONS FOR THE PURPOSE OF HAVING A STUDY ESTABLISHED TO EXAMINE ALL MATTERS RELATING TO THE SAFETY OF PUPILS FOR WHOM TRANSPORTATION IS PROVIDED BY SCHOOL BOARDS. IN ADDITION TO SOLICITING THE EXPERT ADVICE OF SAFETY AND TRAFFIC ENGINEERS, THE BODY RESPONSIBLE FOR THE STUDY SHOULD SEEK THE ASSISTANCE OF SCHOOL BOARDS, SCHOOL BUS OPERATORS, SCHOOL BUS MANUFACTURERS, CONSUMER GROUPS, AND OTHER INTERESTED ORGANIZATIONS. THE RESULTS OF THE STUDY, INCLUDING INFORMATION ABOUT THE COSTS TO PROVIDE SAFETY IMPROVEMENTS, SHOULD BE MADE AVAILABLE TO SCHOOL BOARDS, GOVERNMENT DEPARTMENTS, AND THE GENERAL PUBLIC SO THAT THEY WILL BE IN A POSITION TO DECIDE THE PRIORITIES THEY WISH TO ESTABLISH.

D. Legislative Grants

(a) Through grants to school boards on approved extraordinary expenditures the Ministry of Education is already paying a very high proportion of the cost of pupil transportation in Ontario. But the need for transportation services, and therefore the cost, varies widely from board to board depending on distance and other geographic factors. One board for a largely rural area must transport all its secondary school pupils while an urban board may be required to provide little or no transportation since most pupils live within walking distance of the school they attend. The balance of the cost not covered by grant must, of course, be paid from local taxes. The result is that without a greater financial effort, boards required to provide extensive transportation services will have lesser financial resources

available to them from local taxpayers to apply to the regular school program common to all jurisdictions. It is our view that accidents of geography should not penalize the local taxpayer in his desire to support a program providing equality of opportunity for pupils for whom transportation must be provided. We have concluded, therefore, that the approved cost of essential transportation ought to be supported on the basis of 100 per cent grant on a board's expenditure for this purpose.

WE RECOMMEND:

(9) THAT THE MINISTRY OF EDUCATION REVISE THE LEGISLATIVE GRANT REGULATION FOR 1974 SO THAT SCHOOL BOARDS WILL RECEIVE 100 PER CENT GRANT ON THEIR APPROVED EXPENDITURES FOR ESSENTIAL REGULAR TRANSPORTATION BETWEEN HOME AND SCHOOL AND BETWEEN SCHOOL AND SCHOOL.

(b) One of the two major causes of increased transportation costs during the last ten years has been the greater proportion of the student body for whom services have been provided. At the elementary level, three times the proportion of the enrolment was transported in 1971-72, compared with 1961-62. At the secondary level, the increase in the proportion carried was 27 per cent. The additional number of pupils covered by this extension of service was in excess of 280,000. Some increase was quite naturally expected as an inevitable result of establishing central and composite schools serving pupils living some distance from them, but surprisingly, the really big increases were in the numbers transported for distances under two miles. Between 1961-62 and 1971-72 these numbers increased more than five times at the elementary level and more than seven times at the secondary level. While there is no breakdown of statistics for distances under one mile, there is evidence that a good proportion of those transported under two miles live within one mile of the school they attend. It is our view that essential transportation should be provided in the absence of any reasonable alternative; that is, where distances are too great or where, because of special circumstances, pupils who are physically, mentally, or emotionally handicapped cannot be expected to walk to school. It does not, however, seem essential that transportation be

provided by a school board for pupils under ten years of age who live within one mile of the school or for pupils over ten years of age who live within two miles of the school. It may be that other factors will cause a board to believe that transportation ought to be provided for some pupils within these distances. If so, the board should have the authority, as it does now, to provide it. But it is the view of the Committee that recognition for grant purposes should be limited to approved expenditures for essential transportation.

WE RECOMMEND;

(10) THAT THE MINISTRY OF EDUCATION RECOGNIZE FOR GRANT PURPOSES ONLY THOSE APPROVED EXPENDITURES REQUIRED TO PROVIDE ESSENTIAL TRANSPORTATION, DEFINED AS SERVICES FOR PUPILS UNDER TEN YEARS OF AGE WHO LIVE MORE THAN ONE MILE FROM SCHOOL; FOR PUPILS OVER TEN YEARS OF AGE WHO LIVE MORE THAN TWO MILES FROM SCHOOL; FOR HANDICAPPED PUPILS REGARDLESS OF DISTANCE FROM SCHOOL; AND FOR PUPILS TRANSPORTED BETWEEN ONE SCHOOL AND ANOTHER FOR SPECIAL CLASSES.

(c) Almost all boards provide transportation within the local area for groups of pupils who participate in field trips, visits to other educational institutions, music festivals, and the like. If well planned, these activities can make a significant contribution to the instructional program. Our view is that provision for the type of transportation required for them ought to be made as part of a board's total transportation arrangements and that related policies and procedures should be established by the board and made known to all personnel. It is quite possible to incorporate within these arrangements the degree of flexibility that will, admittedly, be necessary. Since this kind of transportation is associated with the instructional program, the cost of providing it should be included in the board's ordinary operating expenditure.

WE RECOMMEND:

(11) THAT EACH SCHOOL BOARD MAKE PROVISION, AS PART OF ITS TOTAL TRANSPORTATION ARRANGEMENTS, FOR THE TRANSPORTATION OF PUPILS FOR ACTIVITIES ASSOCIATED WITH THE INSTRUCTIONAL PROGRAM, THAT POLICIES AND PROCEDURES GOVERNING THIS TYPE OF TRANSPORTATION BE ESTABLISHED AND MADE KNOWN TO ALL PERSONNEL, AND THAT EXPENDITURES FOR IT BE INCLUDED IN ORDINARY OPERATING COSTS.

CHAPTER 4

PLANNING AND DEMOGRAPHIC INFLUENCES ON SCHOOL ENROLMENT^{*}

FINDINGS, CONCLUSIONS, RECOMMENDATIONS

The rapid expansion of the educational enterprise in Ontario following World War II left little time to look ahead. Emphasis had to be placed on meeting the immediate demand for new schools, more classrooms, additional teachers, increased supplies, extended technology, and extra equipment. While some planning was done in particular areas, for example in the provision of school accommodation, the problems of expansion were so demanding that trustees and officials were preoccupied with the provision of more of everything just to meet the situation as it developed almost from month to month or even from day to day. The success that was achieved in meeting these quantitative needs over a period of twenty-five years is a tribute to the commitment that the public, their representatives, the profession, and all those associated with the expansion, had to education.

A. Planning

(a) Need for Planning

With the decline in enrolments now being experienced and the consequent de-emphasis on expansion, it is imperative that provision be made for integrated, comprehensive planning of all aspects of the educational enterprise including curriculum, teacher education, special education, educational technology, school buildings, and the like. The opportunity now exists for renewed attention to the qualitative aspects of education. Basic to improvement in quality is a clear statement of the accepted goals of education at the Ministry of Education, school system, and individual school levels. In one of its other reports,¹ the Committee has made the

^{*} Report on the Planning and Demographic Influences on School Enrolment. Interim Report Number Four, Committee on the Costs of Education, Toronto, February, 1974.

¹ Educational Agencies and Programs, Interim Report Number Five, Committee on the Costs of Education, Queen's Printer and Publisher, Toronto, 1977.

case for such a statement and the means by which it ought to be developed. When the statement of goals is available, planning towards the realization of those goals becomes possible. While some limited provision for planning exists in the Ministry of Education, in a number of school boards, and in some schools, it is the view of the Committee that these arrangements are inadequate to achieve the integrated, comprehensive planning essential to the provision of high quality education.

WE RECOMMEND:

(1) THAT THE MINISTRY OF EDUCATION ESTABLISH A PLANNING UNIT WITHOUT DUTIES IN THE LINE ORGANIZATION BUT WITH RESPONSIBILITY FOR THE DEVELOPMENT ON A CONTINUING BASIS OF AN INTEGRATED, COMPREHENSIVE PLAN FOR QUALITY EDUCATION IN ONTARIO IN ACCORDANCE WITH ACCEPTED GOALS AND EXPECTATIONS DETERMINED BY CONSENSUS OF THOSE CONCERNED.

(2) (I) THAT EACH SCHOOL BOARD GIVE FIRST PRIORITY TO THE DEVELOPMENT OF A "PLAN FOR PLANNING" WITHIN ITS JURISDICTION AS AN EXTENSION OF, AND CONSISTENT WITH, THE PLANNING FRAMEWORK DEVELOPED FOR THE PROVINCIAL LEVEL BY THE MINISTRY OF EDUCATION, BUT RECOGNIZING THE UNIQUE CHARACTERISTICS AND NEEDS OF THE LOCAL JURISDICTION, AND

(II) THAT THE SCHOOL BOARD DELEGATE RESPONSIBILITY TO EACH SCHOOL TO PLAN, WITHIN THE FRAMEWORK ESTABLISHED BY THE BOARD, THE EDUCATIONAL PROGRAM FOR THE COMMUNITY SERVED BY THE SCHOOL.

(b) Organization

The planning function within the Ministry of Education is assigned to the Planning Section of the Planning and Research Branch in the Education Development Division. Included in the Branch are two other sections, Research and Statistical Analysis. The position of the Planning Section in

a particular division reporting through one assistant deputy minister makes it difficult, if not impossible, to achieve the necessary cooperation from branches in other divisions reporting through two other assistant deputy ministers. If adequate provision is to be made for integrated, comprehensive planning proposed by this Committee, a Planning unit ought to be established in a staff relationship to the office of the Deputy Minister of Education. The existing Research Section and the Statistical Analysis Section might well be continued in a branch redesignated as the Research and Statistics Branch in the Education Development Division.

WE RECOMMEND:

(3) THAT A SEPARATE PLANNING UNIT BE ESTABLISHED IN THE MINISTRY OF EDUCATION AS A STAFF BODY RESPONSIBLE TO THE OFFICE OF THE DEPUTY MINISTER OF EDUCATION; THAT THE EXISTING RESEARCH SECTION BE GIVEN A NEW NAME MORE DESCRIPTIVE OF ITS FUNCTIONS; THAT THE EXISTING STATISTICAL ANALYSIS SECTION BE DESIGNATED THE STATISTICS SECTION; AND THAT THE LATTER TWO SECTIONS BE CONTINUED IN A RENAMED BRANCH IN THE EDUCATION DEVELOPMENT DIVISION.

(c) Staffing

Of special importance is the staffing of the Planning unit. In 1972-73, the Planning and Research Branch of the Ministry of Education had a Planning Section headed by a Chief Education Officer, with a second Education Officer, a Program Analysis Coordinator, four Program Analysts, and three supporting staff for a total of ten personnel. Although the description of the functions of the Section included a number of activities that might involve educational programs, the emphasis seemed to be on financial analysis. In any case, it was apparent that the Planning Section was not performing the integrated and comprehensive planning function being proposed by this Committee. It was unclear whether, in practice, the Section had not been given authority to perform this role, or was considered unable to assume it, or felt that it was not prepared to undertake it.

In any case, the Committee concluded that the staff of the proposed Planning unit ought to include several members with knowledge of the principles and theories of planning. While academic preparation and practical experience in education and other fields is of inestimable value, these alone do not provide an adequate background for staff engaged in integrated and comprehensive planning. Ideally, each member of the Planning unit should possess a combination of academic preparation and experience in both his particular discipline and the science of planning.

Because planning in education must be related to the developments in other spheres of society, the Planning unit ought to have a range of expertise represented by its staff. The head ought to be an educator of considerable stature, who has had not only broad experience in curriculum, supervision, administration, and finance, but also considerable background in the theory and practice of planning. It may be that other educators with special competencies in particular areas, for example, in curriculum and early childhood education, should be seconded to the unit from time to time. While the Committee did not try to identify all the other areas of expertise that should be represented by the staff of the Planning unit, it did recognize the importance of a first-rate economist, an outstanding sociologist, and representatives from the fields of finance, demography, statistics, and research, each with planning background, preferably in education.

It will not be possible or necessary to duplicate at the school board level the planning expertise that ought to exist in the Planning unit of the Ministry of Education. But it is important that adequate provision be made by each school jurisdiction for planning across the system and within the individual school. At the system level, it is imperative that a senior official be assigned responsibility for planning and, where the system is large enough, that additional expertise be provided. We are aware that an Executive Council of senior officials has been established in many of the larger jurisdictions, but this group is usually incapable of conducting the necessary planning for the system, if only because of the demands made on them in terms of time, effort, and energy in the day-to-day operation of the organization. The Council does, of course, serve as the body to which the results of planning should go for consideration

and reporting to the board.

There has been a developing trend for school boards and central office administrators to delegate greater responsibility to the principal and his staff for the administration of matters relating to a particular school. It is anticipated that, within the parameters established by the Ministry of Education and the school board for the attainment of the goals of education, the board will make the principal and his staff responsible for planning the educational program to meet the needs of the community served by the school. Since it is at the school level that the greatest opportunity exists for involving parents, students, community organizations, and the general public in educational planning, the school staff will have to be knowledgeable about planning procedures to enable them to work with these groups. It will be the duty of the board to make certain that the necessary expertise is available, preferably among the membership of the staff, to enable the school to work effectively with its constituents. Where a school system is too small to include on its staff personnel with the necessary expertise in planning, this service ought to be available to it from qualified personnel in the Regional office of the Ministry of Education.

WE RECOMMEND:

(4) THAT THE MINISTRY OF EDUCATION APPOINT TO THE PLANNING UNIT A DIRECTOR OF STATURE WITH THE BROADEST POSSIBLE PREPARATION AND EXPERIENCE IN EDUCATION SUPPLEMENTED BY TRAINING AND BACKGROUND IN THE FIELD OF EDUCATIONAL PLANNING AND THAT THE DIRECTOR HAVE ON STAFF HIGHLY COMPETENT PERSONS WITH EDUCATIONAL PLANNING BACKGROUND FROM THE FIELDS OF EDUCATION, ECONOMICS, SOCIOLOGY, FINANCE, DEMOGRAPHY, STATISTICS, AND RESEARCH, WITH PROVISION FOR OTHER SUPPORT PERSONNEL AS MAY BE REQUIRED.

(5) (1) THAT THE SCHOOL BOARD ASSIGN RESPONSIBILITY FOR THE PLANNING FUNCTION FOR ITS JURISDICTION TO A SENIOR EDUCATIONAL OFFICIAL WITH PROVISION FOR ADDITIONAL SPECIALIST PERSONNEL

WHERE THE SIZE OF THE ORGANIZATION JUSTIFIES SUCH ACTION AND THAT THE PERSONNEL CHOSEN HAVE BACKGROUND IN EDUCATIONAL PLANNING;

(II) THAT THE SCHOOL BOARD ENSURE THAT THE PRINCIPAL AND STAFF OF EACH SCHOOL HAVE THE NECESSARY EXPERTISE AVAILABLE TO THEM TO PERMIT THE STAFF TO GIVE LEADERSHIP IN EDUCATIONAL PLANNING FOR THE COMMUNITY SERVED BY THE SCHOOL, INVOLVING THE OPPORTUNITY FOR THE PARTICIPATION OF PARENTS, LOCAL ORGANIZATIONS, STUDENTS, AS WELL AS PROFESSIONAL STAFF, IN THE DETERMINATION OF GOALS AND EXPECTATIONS FOR THE EDUCATIONAL PROGRAM.

(6) THAT FOR BOARDS WHICH ARE TOO SMALL TO BE ABLE TO ASSIGN RESPONSIBILITY FOR THE PLANNING FUNCTION TO A STAFF MEMBER, THE MINISTRY OF EDUCATION MAKE AVAILABLE IN ITS REGIONAL OFFICES PERSONNEL WHO HAVE COMPETENCY IN EDUCATIONAL PLANNING AND WHO ARE AVAILABLE ON REQUEST TO ASSIST BOARDS AND SCHOOLS IN THE PLANNING PROCESS.

It may well be difficult or even impossible to designate present staff or to recruit immediately new staff with the necessary qualifications in educational planning to meet the requirements for integrated, comprehensive planning recommended by the Committee. If this should prove to be the case, steps should be taken to provide the opportunity for staff, selected for competence and successful experience in their specialist fields, to secure further qualifications in educational planning by attendance at courses and participation in programs in this field. The Ontario Institute for Studies in Education has developed programs at the Master's and Doctor's level that may be taken on a full-time or part-time basis.

WE RECOMMEND;

(7) THAT THE MINISTRY OF EDUCATION AND SCHOOL BOARDS PROVIDE THE OPPORTUNITY FOR THEIR PERSONNEL WHO - ALTHOUGH SELECTED ON THE BASIS OF THEIR QUALIFICATIONS, EXPERIENCE, AND COMPETENCY

IN THEIR SPECIAL FIELDS FOR SPECIAL RESPONSIBILITY IN THE PLANNING AREA - LACK BACKGROUND IN EDUCATIONAL PLANNING TO ATTEND COURSES IN THE DEPARTMENT OF EDUCATIONAL PLANNING AT THE ONTARIO INSTITUTE FOR STUDIES IN EDUCATION OR IN OTHER INSTITUTIONS PROVIDING SUCH PROGRAMS.

(d) Information

The Ministry of Education, school boards, and schools do not have available to them the statistics and other information necessary to permit sound educational planning. In some cases, the data are inadequate; in others, statistics are not assembled in a form that can be used to advantage; and in still others, essential information is not collected. There is often lack of consistency in the presentation of the same material in different documents and at different times. There is no systematic plan for the dissemination of information to school boards and schools.

It is our view that a greatly improved educational information system is necessary to assist the decision-makers. The proposed Planning unit should determine in consultation with the redesignated Research Section and the Statistics Section the information to be collected from school boards and schools, the form in which the statistics are to be gathered, the times when they are to be requested, the compilation to be made of them, and the provision for distribution of the results.

WE RECOMMEND:

(8) THAT THE PROPOSED PLANNING UNIT IN CONSULTATION WITH THE AGENCIES RESPONSIBLE FOR THE COLLECTION, COMPILATION, AND DISTRIBUTION OF STATISTICS AND OTHER INFORMATION DETERMINE THE NATURE OF THE MATERIAL TO BE COLLECTED, THE FORM IN WHICH IT IS TO BE PROVIDED, THE TIMES WHEN IT IS TO BE REQUESTED, THE FORMAT IN WHICH IT WILL BE COMPILED, AND THE PROCEDURES BY WHICH THE RESULTS WILL BE DISTRIBUTED.

B. Population and Enrolment Forecasts

From time to time, the Demographic Studies Section, Economic Analysis Branch, Ministry of Treasury, Economics and Intergovernmental Affairs, releases short-term and long-term population projections. These documents are not complete for the province and for local jurisdictions for a specific period, and they are usually not in a format that makes for ready accessibility or distribution. At the present time, there is a duplication of effort by numerous agencies in the area of population forecasting.

There ought to be one "official" forecast of population for the province as a whole and others by counties, districts, and other municipal units, based on the provincial figure. Responsibility for the development of these forecasts ought to be assigned to a special group in a central agency in one Ministry of government. The forecasts resulting from the work of this agency ought to be made available annually to the Ministry of Education and they should form the basis on which enrolment forecasts are developed.

WE RECOMMEND:

(9) THAT THE STUDY AND FORECASTS OF POPULATION FOR THE PROVINCE AND BY COUNTY, DISTRICT, AND OTHER MUNICIPAL UNITS, BE MADE THE SPECIFIC RESPONSIBILITY OF A SPECIALIZED GROUP OF PROFESSIONALS IN A CENTRAL AGENCY WITHIN ONE MINISTRY OF GOVERNMENT, THAT THE POPULATION FORECASTS BE ISSUED ANNUALLY, THAT THEY BE COMMUNICATED PROMPTLY TO THE MINISTRY OF EDUCATION, AND THAT THEY FORM THE BASIS FOR THE DEVELOPMENT OF ENROLMENT FORECASTS.

Enrolment forecasts are now made by the Statistical Analysis Section, Planning and Research Branch, Ministry of Education, and by the Department of Educational Planning in The Ontario Institute for Studies in Education, under contract with the Ministry of Education. The former prepares forecasts on a provincial basis and the latter, by counties, districts, and defined cities as well as for the province as a whole. The contractual

arrangement between the Ministry of Education and The Ontario Institute for Studies in Education is for one year at a time with the possibility of renewal at the expiration date. This arrangement does not provide assurance that support will be available long enough for the Institute to undertake studies on a continuing basis, nor does it provide the Ministry with any guarantee that it will have forecasts available beyond one year for the counties, districts, and defined cities. To have two sets of enrolment projections, one developed by the Ministry itself, and a second developed by the Institute with funds provided by the Ministry tends to create confusion. It also involves some duplication of time, effort, and money.

It would be preferable to have one set of forecasts developed by the Institute under contract with the Ministry of Education. The contract ought to be for a minimum of five years so that provision would exist for continuity of the work. The set of projections developed by the Institute should become the official expectation of enrolment growth, subject to any amendments agreed upon by the Institute and the Ministry.

WE RECOMMEND:

(10) THAT THE MINISTRY OF EDUCATION ENDEAVOUR TO CONTRACT WITH THE DEPARTMENT OF EDUCATIONAL PLANNING IN THE ONTARIO INSTITUTE FOR STUDIES IN EDUCATION FOR THE INSTITUTE TO DEVELOP ANNUALLY, FROM THE POPULATION FORECASTS AND OTHER INFORMATION AND DATA PROVIDED BY THE MINISTRY OF EDUCATION AND FROM OTHER RESOURCES AVAILABLE TO THE INSTITUTE, FORECASTS OF ENROLMENT IN THE ELEMENTARY AND SECONDARY SCHOOLS FOR THE PROVINCE AS A WHOLE AND BY COUNTY, DISTRICT, AND OTHER MUNICIPAL UNITS; THAT THE CONTRACT FOR THIS SERVICE BE FOR A MINIMUM PERIOD OF FIVE YEARS TO PERMIT CONTINUITY IN THE WORK; AND THAT THE FORECASTS DEVELOPED BY THE INSTITUTE BECOME THE OFFICIAL EXPECTATION OF FUTURE ENROLMENTS SUBJECT TO ANY MODIFICATIONS THAT MAY BE MUTUALLY ACCEPTABLE TO THE INSTITUTE AND THE MINISTRY.

At the present time there is no regular and systematic distribution of enrolment forecasts to school boards. While the Ministry of Education makes

available its own projection, this is for the province as a whole and is of little assistance to any one jurisdiction in so far as its particular situation may be concerned. The Ontario Institute for Studies in Education releases its own studies, which are available to school boards. Rarely are the population projections, on which enrolment forecasts are based, seen by school authorities. Even less often are the influences on population of live births, birth rates, fertility rates, mortality, and migration understood and taken into account by those responsible for educational planning. For this reason we have included in this report some material on the impact of each of these factors on population, and as a result on enrolment, with the hope that their significance will be appreciated to a greater degree and that they will be fully considered in the development of enrolment forecasts.

All school authorities should have available to them the population projections, the enrolment forecasts, an analysis of the factors that influence each, and an explanation of the interrelatedness of the two components.

WE RECOMMEND;

(11) THAT THE MINISTRY OF EDUCATION ACCEPT RESPONSIBILITY FOR DISTRIBUTING ANNUALLY TO ALL SCHOOL BOARDS THE POPULATION PROJECTIONS PROVIDED TO IT BY THE CENTRAL AGENCY, THE ENROLMENT FORECASTS PREPARED FOR IT BY THE ONTARIO INSTITUTE FOR STUDIES IN EDUCATION, AND AN EXPLANATION OF THE INTERRELATEDNESS OF THE TWO.

School boards have had a tendency to predict their future enrolments on the basis of a linear projection of existing enrolments. For a considerable time during the expansion period of the 1950's and early 1960's, the relationship between the projection on this basis and subsequent experience was close enough that the procedure seemed satisfactory and was continued beyond its period of relevancy. The result was that projections of the need for new school accommodation in many jurisdictions were greatly in excess of the levels that more sophisticated enrolment forecasts would have justified. Similarly, other parts of the school system were expanded when better

analysis of population and enrolment would have dictated greater prudence, caution, and control.

Now that the number of people to be educated is declining it is essential to give detailed consideration to all the factors that may influence population and enrolments at the local level. Projections made available by the Ministry of Education must be analysed to determine whether recent developments in the local areas necessitate adjustments. To assure the same basis for decision-making in the Ministry and at the local level, any adjustments to the original forecasts should be submitted to the Ministry by the school board together with full explanation of the necessity for the change made. When agreement is reached on any proposed revisions, the forecast should become the basis for forward planning by the board in all matters where enrolment is a consideration.

WE RECOMMEND:

(12) THAT EACH SCHOOL BOARD ANALYSE FOR ITS JURISDICTION THE POPULATION AND ENROLMENT FORECASTS PROVIDED TO THE BOARD BY THE MINISTRY OF EDUCATION, THAT THE BOARD MAKE ANY ADJUSTMENTS WHICH IT DEEMS NECESSARY IN THE LIGHT OF ITS INTIMATE KNOWLEDGE OF LOCAL AND RECENT DEVELOPMENTS IN ITS AREAS, THAT THE MINISTRY OF EDUCATION BE ADVISED OF THE ADAPTATIONS MADE AND THE REASONS FOR THEM, AND THAT THE REVISED FORECASTS FOR THE BOARD'S JURISDICTION BECOME THE BASIS FOR ITS FORWARD PLANNING IN SO FAR AS ENROLMENT MAY BE A FACTOR IN THAT PLANNING.

It is important that the Ministry of Education make available to the central agency responsible for population projections any information received from each school board regarding developments at the local level that may influence population trends within the school board's jurisdiction. Similarly, the Ministry of Education should provide the Department of Educational Planning of The Ontario Institute for Studies in Education with any information it may receive about enrolment trends at the local level.

WE RECOMMEND;

(13) THAT THE MINISTRY OF EDUCATION COMMUNICATE TO THE CENTRAL AGENCY RESPONSIBLE FOR THE DEVELOPMENT OF POPULATION FORECASTS ANY INFORMATION THAT IT MAY HAVE RECEIVED FROM SCHOOL BOARDS THAT MAY HAVE IMPLICATIONS FOR FUTURE POPULATION FORECASTS; THAT THIS INFORMATION BE CONSIDERED BY THE CENTRAL AGENCY ALONG WITH REPORTS AVAILABLE TO IT FROM OTHER SOURCES; AND THAT THE MINISTRY INFORM THE DEPARTMENT OF EDUCATIONAL PLANNING OF THE ONTARIO INSTITUTE FOR STUDIES IN EDUCATION, OF ANY DEVELOPMENTS LIKELY TO HAVE AN IMPACT ON ENROLMENTS AT THE LOCAL LEVEL SO THAT SIMILAR CONSIDERATION CAN BE GIVEN TO THEM WHEN REVISED ENROLMENT FORECASTS ARE BEING DEVELOPED.

C. School Board Planning and Municipal Councils

Each school board has responsibility for planning accommodation to meet the needs of pupils within its jurisdiction. Most boards embrace within their geographic area a considerable number of municipalities. Each municipal council has authority to determine development within its boundaries, including the approval of new subdivisions, redevelopment of existing areas, construction of sewers, water mains, and the like. The two elected bodies - school boards and municipal councils - have responsibility for providing most of the services for local communities. Although many of the activities of each body - particularly their planning decisions - have implications for the other, all too often there is surprisingly little communication between them.

If there is to be sound planning by either the school board or the municipalities in the same educational jurisdiction, it is imperative that means be found for each body to inform the other of its activities wherever mutual interests exist. Prior knowledge of the information possessed by either body could have a marked effect on decisions of the other. The most common area of concern is probably in the recommendations that come from the Planning Board to the municipal council since development of new subdivisions, for example, can have a considerable impact on the amount of school

accommodation to be provided because of increased enrolment. Because of the lead-time involved in providing additional facilities, there is an urgent and continuing necessity for school boards to be informed well in advance of proposed municipal development.

WE RECOMMEND;

(14) THAT THE SCHOOL BOARD AND THE MUNICIPAL COUNCILS WITHIN THE BOARD'S GEOGRAPHIC AREA MAKE PROVISION FOR COMMUNICATION AND CONSULTATION WITH EACH OTHER ABOUT THEIR PLANS AND DECISIONS WHENEVER COMMON INTERESTS MAY BE INVOLVED.

(15) THAT THE PLANNING ACT BE AMENDED TO PROVIDE FOR REPRESENTATION OF THE SCHOOL BOARD ON PLANNING BOARDS WITHIN THE SCHOOL BOARD JURISDICTION AND THAT, WHERE THE NUMBER OF MUNICIPALITIES IS SO GREAT THAT SUCH REPRESENTATION MAY NOT BE POSSIBLE, PROVISION BE MADE FOR CLOSE LIAISON AT THE OFFICIAL LEVEL WITH REGULAR REPORTS TO THE SCHOOL BOARD.

In an increasing number of educational jurisdictions where there are common or overlapping attendance areas served by a Roman Catholic Separate School board and a Public School board, the two boards have made some progress towards a cooperative assessment of the services to be provided by each of them. In a few cases, there has been a sharing of accommodation, a joint effort in the development of programs that could not be provided by either board by itself, or a utilization of some staff on a shared basis. These steps have been taken by the voluntary action of the boards concerned. We find these voluntary efforts to be worthy of special commendation.

It is our view that there are benefits to be realized by both boards in the same attendance area through cooperative action in the planning of programs involving the interests of the two boards. Such cooperation can be achieved without infringement by either board on the rights, responsibilities, and autonomy of the other. Its achievement depends to a considerable extent on the goodwill, sincerity, and leadership of trustees and officials of the respective boards. Where there is mutual respect and a genuine

desire to work cooperatively, plans can be developed that will result in mutual advantage to children in both systems and in the best use of scarce financial resources provided by all the taxpayers.

WE RECOMMEND:

(16) THAT THE ROMAN CATHOLIC SEPARATE SCHOOL BOARD AND THE PUBLIC SCHOOL BOARD IN AN AREA WHERE THERE ARE COMMON OR OVERLAPPING ATTENDANCE AREAS BE ENCOURAGED TO CONSIDER THE VALUE OF VOLUNTARILY ESTABLISHING A COOPERATIVE JOINT COMMITTEE TO STUDY PLANNING MATTERS OF MUTUAL INTEREST AND CONCERN; THAT REPRESENTATION ON, AND THE STRUCTURE OF, SUCH A COMMITTEE BE DETERMINED BY CONSULTATION BETWEEN THE TWO BOARDS; THAT EACH BOARD GIVE CONSIDERATION TO THE TERMS OF REFERENCE FOR THE COMMITTEE AND WHEN AGREEMENT IS REACHED THEY BE ADOPTED BY EACH BOARD; AND THAT ANY AGREEMENT OF THE JOINT PLANNING COMMITTEE BE REPORTED TO EACH BOARD BY ITS REPRESENTATIVES FOR THE BOARD'S CONSIDERATION AND ANY ACTION IT MAY WISH TO TAKE.

To a considerable degree school boards have freedom to plan the educational programs, facilities, and services within their jurisdictions, this freedom is highly desirable, since boards are more knowledgeable about their local areas than any central agency could possibly be. There are, however, some areas where the Ministry of Education has a legitimate interest and where consultation and agreement between the two levels of government are essential as, for example, in the amount of school accommodation to be provided by a board. But the number of these areas ought to be kept to a minimum. They ought not to extend to the point where the Ministry of Education determines programs to be offered through designated grants; otherwise, the freedom and the responsibility of the school boards are eroded and undermined. The function of the Ministry should be to provide resources through grants and personnel to assist boards to operate the programs that they have established. In the planning area, it is the responsibility of the Ministry to indicate avenues for development, possibilities

inherent in different choices, and alternatives by which goals may be realized. The Ministry should help establish direction but avoid the issuing of directives. The choices for action should be left to the elected school boards to the maximum extent possible. Only through the assumption of this responsibility can boards be held accountable for the programs they offer.

WE RECOMMEND:

(17) THAT RESPONSIBILITY FOR EDUCATIONAL PLANNING AT THE LOCAL LEVEL BE A FUNCTION OF SCHOOL BOARDS; THAT THE MINISTRY OF EDUCATION EXERCISE ITS LEADERSHIP ROLE THROUGH DISSEMINATION OF INFORMATION ABOUT POSSIBLE ALTERNATIVE COURSES OF ACTION, PROBABLE OUTCOMES AS A RESULT OF PARTICULAR CHOICES, AND THE AVAILABILITY OF RESOURCE PERSONNEL TO ASSIST BOARDS WHO REQUEST HELP IN THE ATTAINMENT OF THEIR GOALS, THEREBY INDICATING DIRECTIONS FOR THE EDUCATIONAL ENTERPRISE WITHOUT DIRECTING IT; AND THAT THE FREEDOM OF SCHOOL BOARDS BE EXTENDED SO THAT THEY HAVE RESPONSIBILITY FOR EDUCATION IN THEIR JURISDICTIONS AND CAN BE HELD ACCOUNTABLE FOR ITS EFFECTIVENESS.

CHAPTER 5

EDUCATIONAL AGENCIES AND PROGRAMS*

FINDINGS, CONCLUSIONS, RECOMMENDATIONS

A. Teachers' Superannuation Fund (Chapter 2)

(a) Liabilities and Commitments

The Teachers' Superannuation Fund was established on April 1, 1917. From its inception it had an unfunded liability which, by December 31, 1966, had increased to \$328,282,000. This "initial" liability was created because the contributions to the Fund were inadequate to finance the combination of benefits provided between the years 1917 to 1966 and the commitments made during that period to future pensioners. No provision exists for the amortization of the amount of \$328,282,000. The Province of Ontario is committed to payment of interest at the rate of six per cent on this sum or \$19,696,920 annually. This payment must be made from the Consolidated Revenue Fund of the province to which all taxpayers contribute.

During the six-year period from January 1, 1967, to December 31, 1972, inclusive, an additional liability of \$229,595,000, known as the "residual" unfunded liability, was created. The actuaries reported that this increase in unfunded liabilities was due to plan amendments providing additional benefits. Under the provisions of The Pension Benefits Act, 1965, this liability must be amortized by annual payments of principal with interest at six per cent per annum. This means that the minimum payment must be \$21,913,650 per annum during the seventeen-year period ending December 31, 1989. Since no additional contributions were required of teachers to finance the additional benefits, the whole amount of \$21,913,650 must also be paid from the Consolidated Revenue Fund of the province.

The combined payment by the province for the two liability items is \$19,696,920 plus \$21,913,650, or \$41,610,570 for each year from 1973 to 1989 inclusive, and \$19,696,920 per year thereafter.

* Report on the Educational Agencies and Programs. Interim Report Number Five, Committee on the Costs of Education, Toronto, March, 1977.

The province has a number of other commitments to the Fund. For example, under Section 8 of The Teachers' Superannuation Act, when payments into the Fund in any year are insufficient to make the required payments out of the Fund to pensioners, the deficiency must be made out of the Consolidated Revenue Fund of the province. This provision is not operative at the present time because the sums received from contributing employed members and the matching payments by the province are greater than the current payments to those already on pensions. It is, however, quite possible that other direct payments by the province will be necessary in the future when the many additional teachers who began service in the 1950s and 1960s retire on pension.

Any further unfunded liability created by an experience deficiency in the future will also have to be amortized by payments by the province from the Consolidated Revenue Fund. Given the substantial increase in salaries of teachers in recent years, it is inevitable that an experience deficiency will result because of the calculation of each pension on the basis of the average salary of the recipient for the best seven years of employment. Benefits resulting from experience prior to the seven years when salaries were lower were not fully funded by the amount of the contributions during that earlier period.

In addition to the commitments referred to above, the province, beginning in 1967, granted a number of subsidies to pensioners of the Fund. Since no provision had been made by the contributors during their working years to the funding of these benefits, the total cost has had to be borne by the Consolidated Revenue Fund of the province. These subsidies take the form of guaranteed minimum pensions at a higher level than the calculated pension to compensate in whole or in part for the effects of inflation. The province is committed to the continued payment of these subsidies for all pensioners who retired prior to September, 1975, at the rates established in The Superannuation Adjustment Benefits Act, 1975. The total cost of these benefits to the Consolidated Revenue Fund of the province to 1975 was \$38,995,525.42. The estimated costs for 1975-76 and 1976-77 are \$17,050,000 and \$25,649,400 respectively, for a total for the latter two years of \$35,572,000. Thus, by the end of 1976-77, the special subsidies will have cost the province an estimated \$74,567,525.42. No estimate of

the future costs of these subsidies to the Consolidated Revenue Fund of the province beyond 1976-77 is available at the present time.

A large part of the cost of special subsidies and increased benefits for pensioners of the Teachers' Superannuation Fund is borne by all taxpayers in Ontario. Similar benefits are provided from the Consolidated Revenue Fund through the Public Service Superannuation Fund for pensioners who were employees of the province during their working years. In both cases, contributors to their respective Funds did not make payments sufficiently large enough to fund these additional benefits. As a result, all taxpayers are paying to provide extra benefits to recipients of pensions from the two Funds. The great majority of retired taxpayers have not received adjustments in the amount of their pensions from private pension plans so that, by comparison, they do not fare nearly as well as pensioners from the two Funds.

The magnitude of the contributions by the province to the Teachers' Superannuation Fund are set out in Table 11. In 1974-75, because of the inclusion of some deferred payments from previous years, the total amount was \$202,996,079. For 1975-76 and 1976-77, the estimated payments are \$128,769,900 and \$153,077,900 respectively.

The present benefits under The Teachers' Superannuation Act are among the most generous of any provided in the public and private sector. Some of these benefits were not funded by the contributions of pensioners during their working years. The granting of additional and extended benefits has resulted in residual unfunded liabilities to be financed from the Consolidated Revenue Fund of the province. It is our view that the Province of Ontario has granted substantially increased benefits to contributors to the Teachers' Superannuation Fund without due consideration for the impact of these concessions on the finances of the province. An example is the commitment to a residual unfunded liability of \$229,595,000 in six years, wholly because of increased and extended benefits.

WE RECOMMEND:

(1) THAT NO EXTENSION OF BENEFITS IN EXCESS OF THE PREVAILING LEVELS BE GRANTED BY THE PROVINCE UNTIL THE RESULTS OF THE

ACTUARIES' REPORT FOR THE PERIOD ENDED DECEMBER 31, 1975, AND THEIR PROJECTIONS, ARE KNOWN; AND THAT THE COST OF ANY FURTHER CONTEMPLATED IMPROVEMENTS IN BENEFITS BE CALCULATED AND MADE KNOWN TO THE PUBLIC TOGETHER WITH PLANS FOR THE FUNDING OF ANY SUCH EXTENSION OF BENEFITS.

(b) Payment of Employers' Share of Contributions

Nearly all the contributors to the Teachers' Superannuation Fund are in the employ of school boards. It is an anomaly that the Province of Ontario makes the employers' contribution to the Fund on behalf of teachers who are not its employees. The province does not make the employers' contributions to the Ontario Municipal Employees Retirement System for non-teaching employees of school boards who are members of the latter pension plan. It is our view, therefore, that it is time the province surrendered its involvement in direct payments to the Fund on behalf of teachers and that this function should be assumed by the actual employers - the school boards. If this were done, expenditures by school boards would more accurately reflect the cost of education at the local level than is now the case when the employers' contributions are not included.

If the province were to adopt the proposal to have school boards assume responsibility for payment of the employers' contributions to the Fund, the amount of such payments would be included by boards in recognized ordinary expenditures for grant purposes. Consequently, the expenditure per pupil for grant purposes would have to be increased by an amount equivalent to the increased expenditure per pupil resulting from assumption by boards of payments of the employers' contributions.

By itself, the procedure described in the previous paragraph would result in a substantially reduced payment by the province from its present level of support to the Fund. Because the province is already committed to payment of 100 per cent of the employers' contributions, it should in each year in the future add to the general legislative grants an amount equivalent to the commitment it now has for payment of the employers' contribu-

tions. This amount is estimated at \$85,815,600 in 1976-77 and will be greater in subsequent years. This same procedure was adopted when school boards were required to assume responsibility for the employers' contributions on behalf of teachers to the Canada Pension Plan in the late 1960s.

The provisions recommended for the payment of the employers' contributions to the Teachers' Superannuation Fund apply with equal force to payments made on behalf of teachers under The Superannuation Adjustment Benefits Act, 1975.

WE RECOMMEND;

(2) THAT, EFFECTIVE JANUARY 1, 1978, THE MINISTRY OF EDUCATION TRANSFER TO SCHOOL BOARDS RESPONSIBILITY FOR MAKING THE EMPLOYER'S CONTRIBUTIONS TO THE TEACHERS' SUPERANNUATION FUND FOR TEACHERS IN THE EMPLOY OF SCHOOL BOARDS; THAT THE RECOGNIZED ORDINARY EXPENDITURE BY SCHOOL BOARDS BE INCREASED BY AN AMOUNT EQUIVALENT TO THE EXPENDITURE REPRESENTED BY THE EMPLOYER'S CONTRIBUTIONS TO THE FUND; AND THAT AN AMOUNT EQUIVALENT TO THE TOTAL AMOUNT OF THE EMPLOYERS' CONTRIBUTIONS TO THE TEACHERS' SUPERANNUATION FUND BE ADDED TO THE TOTAL AMOUNT OTHERWISE ALLOCATED BY THE PROVINCE FOR GENERAL LEGISLATIVE GRANTS.

(c) The Commission

The Teachers' Superannuation Commission is composed of six members appointed by the Minister of Education and five members elected by the affiliates of the Ontario Teachers' Federation. To a large extent the Commission, as presently organized, is merely a legitimating agency, under the control of the government, for administrative practices and procedures, with little or no policy-making function. Determination of policy is by negotiation between the government, represented by the Minister of Education, and the Ontario Teachers' Federation. This arrangement has been the source of considerable criticism by the profession in areas having to do with such

matters as rates of interest paid by the government on borrowing from the Fund and control over the types of investment available to the Fund. There is a feeling that if these limitations were removed, the Fund could increase its revenues substantially.

At the same time, the Ontario Teachers' Federation has sought improvements in the benefits provided by the Fund and has been successful in achieving many of its goals. As is evident from the present financial status of the Fund, the necessary monetary resources to pay for increased benefits has not been provided.

It is our view that the Commission should be reorganized to include representation from other interested segments of the community in addition to those of government and the teaching profession. The reorganized Commission should be given responsibility for the development of policy, including that of investment of the Fund's assets, as is the case, for example, with the Ontario Municipal Employers Retirement System. It should also be responsible for determination of benefits and for the funding of those benefits apart from the Consolidated Revenue Fund of the province.

WE RECOMMEND:

(3) THAT THE TEACHERS' SUPERANNUATION COMMISSION CONTINUE TO FUNCTION AS A PROVINCIAL BODY BUT THAT IT BE REORGANIZED ON A MORE REPRESENTATIVE BASIS WITH GREATER RESPONSIBILITY FOR THE CONDUCT OF THE FUND BEING GIVEN TO THE COMMISSION WITHIN CONTROLS APPLICABLE TO OTHER PENSION PLANS AND WITH ANY IMPROVEMENT OF BENEFITS IN THE FUTURE BEING FUNDED APART FROM THE CONSOLIDATED REVENUE FUND OF THE PROVINCE.

B. The Ontario Institute for Studies in Education (Chapter 3)

The Institute was founded by an Act of the Legislature in 1965 to study matters and problems relating to or affecting education, to disseminate the results of and assist in the implementation of the findings of educational studies, and to establish and conduct courses leading to

certificates of standing and graduate degrees' in education. It incorporated the research and graduate studies components of the then Ontario College of Education. A third element was the Ontario Curriculum Institute which merged with the new organization.

Until the Institute was founded, the emphasis on research in education in Ontario was negligible. Little effort was made to disseminate research findings from other jurisdictions to the schools of the province. While some provision existed for graduate study, it was limited in scope and, for the most part, inadequate in quality since it lacked a base in scholarly research. These results were inevitably given the low level of financial support provided before 1965.

In the second half of the decade of the 1960s, financial resources of greatly-increased magnitude were allocated to the Institute. It may well have been that these amounts were excessive in terms of their impact on the possibility of sound planning and controlled expansion. Given the need for greater economy in the 1970s, it was inevitable that the financial resources provided to the Institute by government would be subject to more critical review and control. In 1971, the government instituted a planned reduction in the amount of its block grant and the Institute implemented major cutbacks in its expenditures.

After its initial years and the growing pains associated with its rapid expansion, the Institute has overcome many of its problems. It has achieved a recognized reputation for the quality of its research, for the soundness of its provision for dissemination through its field centres, and for the excellence of its graduate programs. It possesses a library unmatched in Canada for the number and significance of its holdings. The Institute has made substantial progress in terms of the positive impact it has had on education in the schools. The Institute provided Ontario with an educational asset of tremendous potential for further improvement of education in this province and the prospects for realization of that promise are good, if certain conditions are met.

There is, however, a lack of clarity between the goals of the Institute as set out in the legislation sponsored by the government in 1965, and the

level of financial support provided by the government at the present time for research and development and field development. The result is uncertainty about the future of the Institute, concern about the nature and extent of research as a basis for graduate programs, and doubt about the ability to maintain the field centres in their work of dissemination and service to the schools. Unless there is some resolution of these problems, there is a real possibility that the quality of programs in the Institute, achieved at great expenditure of time, effort and money, will be dissipated through the loss of highly-qualified professional staff and other personnel. This is a development which education in Ontario can ill afford.

WE RECOMMEND:

(4) (A) THAT THE MINISTRY OF EDUCATION CONTINUE TO SUPPORT RESEARCH AND DEVELOPMENT AND FIELD DEVELOPMENT IN EDUCATION AT THE ONTARIO INSTITUTE FOR STUDIES IN EDUCATION;

(B) THAT THE MINISTRY OF EDUCATION IN CONSULTATION WITH THE ONTARIO INSTITUTE FOR STUDIES IN EDUCATION DEFINE THE ROLE OF THE INSTITUTE IN THE AREAS OF RESEARCH AND DEVELOPMENT AND FIELD DEVELOPMENT;

(C) THAT THE MINISTRY OF EDUCATION ENTER INTO AN AGREEMENT WITH THE ONTARIO INSTITUTE FOR STUDIES IN EDUCATION INCORPORATING THE DECISIONS REACHED AS A RESULT OF IMPLEMENTATION OF RECOMMENDATION (B), AND INCLUDING PROVISIONS FOR FUNDING THESE ASPECTS OF THE INSTITUTE'S WORK.

C. The Ontario Educational Communications Authority (Chapter 4)

(a) The Ontario Educational Communications Authority was established by an Act of the Legislature in June, 1970. Almost from its inception, and continuing for several years, the Authority has experienced numerous organizational difficulties. Several studies have been made and reports submitted. We had no desire to duplicate that work but there is one particular aspect

about which we feel strongly. At the present time, the positions of chairman, director, and chief executive officer of the Authority are held by one person. This is an unworkable arrangement for reasons which we elaborate on later in this Report.

WE RECOMMEND:

(5) THAT THE POSITION OF CHAIRMAN OF THE ONTARIO EDUCATIONAL COMMUNICATIONS AUTHORITY AND THE POSITION OF CHIEF EXECUTIVE OFFICER OF THE AUTHORITY BE SEPARATED WITH THE CHIEF EXECUTIVE OFFICER NOT A MEMBER OF THE BOARD OF DIRECTORS.

(b) There have been tremendous changes in society and in education since the Authority was established in 1970. In particular, developing technology in educational television has introduced many innovations. Methods of delivery of programs have undergone a transformation and plans for extension have been implemented or are contemplated. The organizational structure to deliver services has been altered several times. The extent of utilization of educational television in the schools has not been established with any degree of accuracy. Where it is used, there is little evidence of its impact on the educational program. In a period when it is essential that scarce resources be allocated on a priority basis, in terms of their positive contribution to the attainment of educational goals, the justification for expenditure for educational television is at best unsubstantiated and at worst non-existent.

As a result of developments since 1970, and having regard for the circumstances that now exist, it is our view that the original mandate of the Authority should be reviewed. We propose that an objective, in-depth study should be conducted by an independent commission. Without intending to suggest limitations on the terms of reference of the proposed commission, we believe they should include a consideration of the goals of the Authority, the relationship of those goals to educational goals, the nature of the programming provided for both in-school and out-of-school audiences, audience appeal, participation, and ratings as measured by independent

authorities, the impact of educational television on the goals of education as determined by established criteria, the place of educational television among priorities for the attainment of educational goals, the allocation of personnel and money to educational television in a period of scarce resources, the efficiency and effectiveness of the present organizational structure to deliver services, and the relationship of educational television to commercial television.

It is also our view that the study we recommend should be begun immediately before any additional commitments are made in terms of facilities or extension of services and that decisions in these areas should await the recommendations of the proposed commission.

WE RECOMMEND:

(6) THAT THE PROVINCE ESTABLISH IMMEDIATELY AN INDEPENDENT AND OBJECTIVE COMMISSION TO MAKE A STUDY AND REPORT ON THE AUTHORITY'S PERFORMANCE DURING ITS YEARS OF OPERATION INCLUDING, BUT NOT LIMITED TO, THE AREAS REFERRED TO IN OUR REPORT; AND THAT IT MAKE RECOMMENDATIONS FOR ANY FUTURE ROLE OF EDUCATIONAL TELEVISION IN ONTARIO.

D. Ministry of Education (Chapter 5)

Under the provisions of The British North America Act, 1867, responsibility for education was assigned to the provinces. Because of the pioneer nature of the society and the lack of sophistication about the provision of education at the local level, it ultimately became necessary and appropriate to establish a strong central authority in education. The purpose of this action was to achieve a basic minimum standard for the school system. It is important to recognize that for almost a century the Department of Education functioned to ensure that minimum standards were met and that to achieve this goal emphasis was on uniformity. In this climate there was little initiative to introduce programs designed to achieve in excess of minimum standards.

Prior to the establishment of the strong central authority, there had been a tradition of local autonomy in education characterized by the responsibility and authority exercised by elected school boards. Consequently, the central authority and school boards coexisted and shared responsibility for the conduct of the educational program. In the area of educational finance, as late as 1941, school boards in Ontario were raising 84 per cent of the cost of education through local taxation and the Department of Education was providing only 16 per cent through legislative grants.

The provision of high quality education is an essential objective in modern society. This involves much more than attainment of a basic minimum standard. School boards and the Ministry of Education must continue to work cooperatively towards the goal of the best possible education for all children. Each level of government must respect the role and contribution of the other. The tradition and expectation of a strong local voice in education must not be eroded through arbitrary imposition of authority or subtle seizure of control by the central agency, for whatever reasons. The leadership role of the Ministry of Education can best be exercised by the performance of those functions which no other agency is equipped to provide and by the provision of the necessary resources of personnel and finances that school boards are unable to supply without some provincial assistance. Division of responsibility and authority along these lines is the best assurance that progress towards high quality education will be realized.

During the last decade there has been a developing desire on the part of citizens in local communities to participate in the decision-making process in the resolution of issues that affect the quality of life in their neighbourhoods. In spite of a few inevitable extreme positions taken, due partly to inexperience and as a factor in the learning process, this involvement of citizens in the democratic process is a highly positive contribution to the quality of the decisions made. The process recognizes and makes provision for the unique characteristics and special problems that exist in the highly divergent nature of communities across a province as vast as Ontario. It is unlikely that the differing results and procedures will appeal to the bureaucratic mind which emphasizes neatness and tidiness in the organization and operation of administrative structures and which puts a premium on uniformity and conformity in the name of

"equality" of treatment. It is against just such centralist tendencies that citizen involvement at the local level is a most promising concept and a strong force to ensure perpetuation of the qualities of a democracy that make it the best form of government yet devised. It is in periods of criticism and difficulties that higher levels of governments tend to abrogate to themselves the authority and responsibilities of lower levels of government. To some extent this is where we are in education in Ontario today. But there is no assurance that higher levels of government can do the job better. Indeed, almost all the evidence and experience dictates the opposite. It is, therefore, important to maintain the role of school boards and local organizations in educational decision-making.

WE RECOMMEND:

(7) THAT THE MINISTRY OF EDUCATION REAFFIRM ITS EARLIER COMMITMENT TO THE PRINCIPLE OF DECENTRALIZATION OF DECISION MAKING IN EDUCATION TO THE MAXIMUM EXTENT POSSIBLE SO THAT PEOPLE AT THE LOCAL SCHOOL BOARD, SCHOOL, AND COMMUNITY LEVELS MAY PARTICIPATE IN THE DETERMINATION OF MATTERS WHICH AFFECT EDUCATION IN THEIR AREAS.

Governments have an obligation to provide leadership. But leadership by a democratic government does not imply the determination of policy by administrative directives or the exercise of arbitrary authority by higher levels of government towards those agencies with whom responsibility for the conduct of public business is shared. True leadership in education in particular is demonstrated when higher levels of government accept responsibility for those functions which they alone can perform and when lower levels of government or other educational agencies are given authority and responsibility for the remaining functions, with the central authority providing the essential resources of personnel and finances. For example, the Ministry of Education must ultimately decide the legislation that it will present to the Legislature, it must determine the amount of general legislative grants that it will request and the method of their distribution, and it must certify teachers, principals, and supervisory officers.

No other body is able to perform these functions. If the Ministry were to confine its direct involvement and responsibility to areas of this kind, it would be in a position to perform them effectively and efficiently, unencumbered by involvement in matters that other bodies can perform with greater possibility of success.

There are numerous functions which can and should be the responsibility of other educational agencies. For example, each school board has a knowledge and awareness of the local situation that enable it to decide the programs to be offered, the curriculum development to be conducted, and the evaluation to be made. If certain boards lack the personnel resources to enable them to perform these functions, the leadership role of the Ministry should ensure that the necessary resources are available on request.

An example of the Ministry's unnecessary direct involvement in certain areas is its conduct of teacher education programs in Toronto and Hamilton and its continued sponsorship of summer courses for teachers. Faculties of education are especially qualified to offer these programs and are doing so in several centres. The Ministry should divest itself of its remaining direct involvement and transfer responsibility to faculties of education.

WE RECOMMEND;

(8) THAT THE MINISTRY OF EDUCATION RETAIN DIRECT RESPONSIBILITY FOR FUNCTIONS WHICH ONLY IT CAN PERFORM (E.G. LEGISLATION; GENERAL LEGISLATIVE GRANTS; CERTIFICATION OF TEACHERS, PRINCIPALS, SUPERVISORY OFFICERS); THAT THE MINISTRY DIVEST ITSELF OF DIRECT RESPONSIBILITY FOR THE ORGANIZATION AND ADMINISTRATION OF PROGRAMS THAT ARE WITHIN THE AREA OF COMPETENCE AND EXPERTISE OF OTHER EDUCATIONAL AGENCIES (E.G. SCHOOL BOARDS AND CURRICULUM DEVELOPMENT; FACULTIES OF EDUCATION AND BASIC TEACHER EDUCATION AND SUMMER COURSES FOR TEACHERS); AND THAT THE MINISTRY FULFILL ITS LEADERSHIP ROLE THROUGH CONSULTATION AND LIAISON WITH INTERESTED EDUCATIONAL ORGANIZATIONS, THROUGH ENCOURAGEMENT OF EXPERIMENTATION AND RESEARCH, AND BY THE PROVISION OF HIGHLY-QUALIFIED RESOURCE PERSONNEL MADE AVAILABLE TO SCHOOL BOARDS AND OTHER EDUCATIONAL AGENCIES ON THEIR REQUEST.

The Ministry of Education, at the end of the fiscal year on March 31, 1975, had in its employ 1,821 regular staff and several hundred contract staff. A substantial proportion of the total was engaged in institutions providing educational programs and services for students who are deaf or blind. Others were assigned to regional centres providing services on a decentralized basis. The essential nature of these programs justifies the allocation of staff sufficient to achieve their purposes.

There is, however, a heavy concentration of professional staff and support personnel in the central office of the Ministry of Education in Toronto. We have identified examples of unnecessary duplication in organization and programs and of overstaffing in our more detailed comments in Chapter 5. Part of the problem arises because the central office staff has not been reduced in number in accordance with the stated policy of decentralization of the delivery of services. This accounts in part for excessive costs in certain branches and sections of the central office.

Excessive staffing at the head office inevitably creates confusion and chaos about the policy of the Ministry regarding the degree of central control and the role of the regional offices as a decentralized arm of the Ministry. In this circumstance, it is easy for the central staff to seize control and to reduce the potential effectiveness of the personnel in the regional offices. The present situation is, therefore, wasteful and highly destructive of the morale of staff in regional offices. Elimination of unnecessary positions at the central office level would do much to clarify the role of personnel in regional offices and would provide them with the opportunity to realize their potential in the delivery of educational services. At the same time, financial savings of substantial proportions could be achieved.

WE RECOMMEND:

(9) THAT THE MINISTRY OF EDUCATION CONDUCT A THOROUGH AND OBJECTIVE REVIEW AND ASSESSMENT OF POSITIONS AND NUMBER OF STAFF EMPLOYED IN EACH OF ITS DIVISIONS, BRANCHES, SECTIONS AND OTHER UNITS IN ITS CENTRAL OFFICE IN TORONTO WITH A VIEW TO ELIMINATION OF ANY DUPLICATION OF PROGRAMS AND DUTIES, OF REDUNDANT STAFF, AND OF NON-ESSENTIAL EMPLOYMENT.

Most departments of government have developed information services designed to keep the public informed of their policies, activities, and services. In matters of political significance to the government, it is unrealistic to expect that the reporting will have a high degree of objectivity. There are other areas, however, where it is important for the Ministry of Education to communicate with the schools, boards of trustees, a wide variety of other educational organizations, and the general public. The Communication Services Branch is charged with responsibility for both areas. Undoubtedly, there is a need for some of the services which are performed by the Branch. There is a question, however, about the necessity and even the desirability of the extent and level of the services now being provided.

During the 1970s, there has been a substantial increase in the number of staff and the costs in the Communication Services Branch. Some of this can be attributed to transfer of personnel and services from other divisions and branches but, after making allowances for these adjustments, considerable expansion has still taken place. Given the present economic circumstances, the necessity to achieve economies wherever possible, and the scarcity of financial resources for educational programs in the schools, it seems that the level of support for the Communication Services Branch is disproportionately high and insensitive to the need for funding of higher priority areas.

WE RECOMMEND;

(10) THAT, IN PARTICULAR, THE MINISTRY OF EDUCATION REVIEW THE PROGRAMS AND ACTIVITIES OF THE COMMUNICATION SERVICES BRANCH AND THAT IT JUSTIFY THE STAFF ALLOCATION AND EXPENDITURES INVOLVED IN THE LIGHT OF EDUCATIONAL PRIORITIES AND THE LIMITED FINANCIAL RESOURCES AVAILABLE.

During recent years the Ministry of Education has conducted a number of studies of its organizational structure. Implementation of recommendations contained in these reviews has resulted in transfers of some programs and reallocation of personnel. For the most part, the changes in programs have

been inconsequential embodying, for example, new titles for administrative units or return to former designations. There have been few instances where alterations of a substantive nature have been made.

There have, however, been a large number of changes affecting individual employees, particularly among professional educational personnel. Staff members with expertise in a particular field have been transferred to other positions which are wholly unrelated to their speciality and about which they know little or nothing. A case can be made for the provision of a wide range of experience as preparation for possible promotion to a more senior post. But indiscriminate use of transfers can be upsetting, destructive of morale, unproductive, and wasteful.

The arbitrary assignment of personnel without adequate regard for their professional preparation, interests, career goals, and personal factors is also negative in its impact. It is, of course, impossible in a large organization to meet in detail all the personal wishes and desires of each staff member. The purposes and goals of the organization do not always coincide with personal ambitions of its employees. There is, however, the need for sensitivity to the personal factors affecting each employee if he is to make a maximum contribution to the attainment of the organization's goals.

If an employee is to maintain high morale, he must feel that he is respected as an individual and that he is making some worthwhile contribution to the organization. He must feel that his professional competence is recognized and that his views in the area of his expertise are sought and considered. He must see himself as part of a team working towards the attainment of some educational goals. He must understand and accept the fact that other considerations may have to be taken into account in reaching decisions, as, for example, political factors. As long as results are beneficial in terms of improvement of the educational enterprise, the professional is most often likely to be highly supportive of the decisions made by his political masters. If, however, the main thrust is the attainment of political objectives regardless of their impact on the improvement of education and if there is an almost complete disregard of the factors that impinge on the personal life and performance of the employee, it is

inevitable that there will be uneasiness, uncertainty, suspicion, and dissatisfaction on his part.

It is our view that the numerous organizational studies, the juggling of programs and titles, and the manner in which staff have been dealt with in the Ministry of Education have created a morale problem. Many staff have become so introspective that it is unlikely they can function at a level anywhere near their potential. It will require major adjustments in administration and management if the difficulties described are to be reduced in magnitude or eliminated.

WE RECOMMEND:

(11) THAT THE MINISTRY OF EDUCATION HAVE REGARD FOR SOUND PRINCIPLES OF PERSONNEL MANAGEMENT IN RELATIONSHIPS WITH ITS STAFF IN THE INTERESTS OF MAINTENANCE OF MORALE, OPTIMUM UTILIZATION OF PERSONNEL, AND ECONOMY OF EXPENDITURE; AND THAT IN THE APPOINTMENT OF AN EMPLOYEE TO A POSITION CONSIDERATION BE GIVEN TO PROFESSIONAL PREPARATION, CAREER INTERESTS AND GOALS, COMPATIBILITY WITH JOB REQUIREMENTS, AND PERSONAL FACTORS.

The management organization of any enterprise should be so designed and structured that it will enable the undertaking to achieve its goals with, among other considerations, reasonable economy of time, effort, and expense. In the case of the Ministry of Education there is a need for a clear statement of a set of realistic goals and a declaration of the means by which they may best be achieved. For example, if there is to be recognition of individual differences among children and if the goal is to provide the best possible educational program for each child, then statements and actions by the central authority implying uniformity and conformity on a provincial-wide basis are inconsistent and contradictory. Since effective attainment of many of the generally-accepted goals of education require that responsibility and authority rest with school boards, the design and structure of the management organization of the Ministry of Education should reflect this fact.

Clarification of the respective roles of the Ministry of Education and school boards in pursuit of educational goals will do much to remove the existing confusion about curriculum development, administrative jurisdiction, and responsibility and accountability. It should also enable the Ministry to perform its functions with a greater degree of stability in its organization and without a continuing series of shifts and transfers of programs, re-designation of names and titles of activities and staff positions, and shuffling of staff.

WE RECOMMEND;

(12) THAT THE MINISTRY OF EDUCATION ESTABLISH AN ORGANIZATIONAL STRUCTURE DESIGNED TO ACHIEVE THE GOALS OF THE MINISTRY IN A DECENTRALIZED SYSTEM; THAT HAVING CREATED SUCH A STRUCTURE THE ORGANIZATION CONTINUE IN OPERATION FOR A PERIOD OF TIME SUFFICIENTLY LONG TO ENABLE IT TO DEMONSTRATE ITS CAPABILITIES WITHOUT UNNECESSARY AND ALMOST CONSTANT REORGANIZATION TO INCORPORATE NON-SUBSTANTIVE CHANGES SUCH AS RENAMING OF UNITS, TRANSFER OF RESPONSIBILITIES AMONG UNITS, AND SHUFFLING OF STAFF.

The initial efforts to provide some modicum of education for children in the pioneer society in Ontario in the early nineteenth century were put forth by a few parents or by the churches. Later, as more parents were able to concern themselves with matters other than survival, the demand for education for their children grew. Ultimately, as has already been pointed out, there was a need for a strong central authority to ensure that minimum acceptable standards were established. These developments led to the creation in 1876 of the Department of Education with its own Minister of Education.

The establishment of minimum standards and the desire to see them achieved led to a number of other developments based on uniformity and conformity. These included, among others, the appointment of school inspectors, the establishment of qualifications for teachers, and the passing of legislation setting out duties and responsibilities of school boards. Associated

with these steps were the introduction of standard provincial courses of study, a fixed body of content to be learned, an approved single text-book for each subject, and emphasis on rote learning, the requirement of a substantial amount of homework from the earliest years, formal examinations in the earliest classes and uniform external examinations in the higher forms, emphasis on marks, rank ordering of pupils by class, rigid grade boundaries, promotion or non-promotion at the end of the school year only, and exclusion from further education at an early age for those who "failed".

During the period between the establishment of these patterns and the mid-1930s, a great deal was learned through research and experimentation about the way children grow and develop, about the way they learn, about the importance of the process of education in the preparation of young people for life in a democratic society, about the way change in education takes place, and much more. Beginning in the late 1930s, the then Department of Education introduced substantial changes in curriculum, teaching methods, and the organization of administrative units at the school board level. With varying degrees of momentum depending on circumstances in the society and the quality of the leadership provided within the Department of Education, changes continued until the county and district boards were established in 1969. Regional offices were established in the mid 1960s to improve the delivery of educational services by the Department of Education. Later, when the larger units were in operation, it became possible to delegate to these units a number of responsibilities formerly conducted by the Department. But the Regional Offices were still able to perform a useful and essential role by making available advice and resources of personnel to local boards. This is an important function in a decentralized educational system and one that cannot be adequately fulfilled from a remote distance by people who are unaware of local conditions and circumstances.

WE RECOMMEND:

(13) THAT THE MINISTRY OF EDUCATION REAFFIRM ITS COMMITMENT TO THE ROLE OF ITS REGIONAL OFFICES IN THE PROVISION OF EDUCATIONAL SERVICES IN ALL PARTS OF THE PROVINCE SO THAT THEIR POTENTIAL FOR IMPROVEMENT IN EDUCATION WILL BE UNDERSTOOD AND ACCEPTED BY SCHOOL BOARDS, PROFESSIONAL PERSONNEL, INTERESTED ORGANIZATIONS, AND THE GENERAL PUBLIC.

The development of curriculum guidelines is an important function of the Ministry of Education. There is a need for some central determination in this area if there is to be continuity in programs from the junior kindergarten through Grade 13 and if duplication is to be avoided. Responsibility for the planning and development of guidelines should rest with the reconstituted Curriculum Branch. Assistance in this process should be secured from personnel in Regional Offices and from representatives of interested groups such as teachers, supervisory personnel, trustee organizations, Home and School groups, administrative officials, and faculties of education.

WE RECOMMEND:

(14) THAT THE CURRICULUM BRANCH OF THE MINISTRY OF EDUCATION BE RESPONSIBLE FOR THE DEVELOPMENT OF CURRICULUM GUIDELINES WITH PARTICIPATION OF PERSONNEL FROM THE REGIONAL OFFICES AND OF REPRESENTATIVES OF INTERESTED GROUPS.

The Ministry of Education continues to conduct a large number of summer courses for teachers. The planning and conduct of these courses occupies a considerable part of the time and effort of several senior officials of the Ministry. The facilities in which a substantial number of the summer courses are conducted have to be secured from other educational organizations, including universities. Staff are recruited from a variety of sources, including faculties of education in the universities.

The faculties of education in the universities have responsibility for the basic professional education of all secondary and most elementary school teachers. They already conduct summer courses for teachers in certain subject or speciality fields. Faculty members have a detailed knowledge of the most highly qualified personnel in the areas of their expertise. A sufficient number of staff of faculties of education are available to teach during the summer session.

It is, therefore, difficult to understand the continuing reluctance of the Ministry of Education to surrender its involvement in an area where another

agency, namely the faculties of education, possess the facilities and accommodation, the essential expertise of their professional staffs, the time, and the administrative organization to provide summer courses. The Ministry's present involvement in the conduct of summer courses for teachers is a good example of the unnecessary participation in activities which can be carried out by other more appropriate agencies. Transfer of responsibility for summer courses to faculties of education would save the time of Ministry personnel, would reduce the number of staff required, and would result in a more efficient and effective use of personnel in both the Ministry and the faculties of education.

WE RECOMMEND:

(15) THAT THE MINISTRY OF EDUCATION TRANSFER TO THE TEN FACULTIES OF EDUCATION RESPONSIBILITY FOR THE CONDUCT OF PROFESSIONAL SUMMER COURSES FOR EDUCATIONAL PERSONNEL.

There is a need for liaison between the Ministry of Education, as the certifying body for teachers, and the faculties of education, as the agencies responsible for the conduct of basic teacher education programs. The nature of that relationship is most important for the quality of teacher preparation. If the Ministry assumes that it must dictate the nature of the program and require adherence to its views by faculties of education, the result is likely to be a sameness from institution to institution and an absence of innovation and creativity in the development of new programs. Conformity and uniformity spawn sterility, lack of imagination, and mediocrity.

The Ministry's role in a liaison relationship with the faculties of education should be to encourage different patterns for the preparation of teachers, to facilitate experimentation and research, to urge consultation with school boards and other organizations interested in teacher preparation, and to be accountable for the quality of the professional competence of graduates when they are recommended for certification.

In this manner the Ministry will best be able to exercise its leadership function without the necessity to practise any form of inspection, overt or subtle.

WE RECOMMEND:

(16) THAT THE MINISTRY OF EDUCATION ADOPT A CONSISTENT LIAISON ROLE IN ITS RELATIONSHIPS WITH THE FACULTIES OF EDUCATION FOR ALL PROGRAMS OFFERED BY THE FACULTIES AND LEADING TO ANY TYPE OF CERTIFICATION BY THE MINISTRY OF EDUCATION.

The number of senior staff in the Teacher Education and Certification Branch of the Ministry of Education exceeds the complement at the time when the Ministry had direct responsibility for the conduct of thirteen Teachers' Colleges and the establishment of and liaison with the Colleges of Education. Even allowing for the transfer from another branch of some duties associated with the certification process, the need for the present complement is not substantiated. If the Ministry adopts the liaison role recommended for the Branch, the need for the numbers now employed is even less necessary or desirable.

WE RECOMMEND:

(17) THAT THE NUMBER OF STAFF OF THE TEACHER EDUCATION AND CERTIFICATION BRANCH OF THE MINISTRY OF EDUCATION BE REDUCED TO THE LEVEL CONSISTENT WITH ITS RESPONSIBILITY FOR THE LIAISON FUNCTION WITH THE FACULTIES OF EDUCATION.

During each of the fiscal years 1975-76 and 1976-77, a sum of \$1,023,000 was allocated by the Ministry of Education for Ontario Scholarships. To be eligible for an Ontario Scholarship the student must achieve an average of 80 per cent on a stated number of credits at the Grade 13 level. A successful candidate is granted a special certificate and is given a financial award of \$100. In each of the last two years provision was made for 10,230 such awards.

The substantial financial investment to ensure that all Ontario Scholars receive the \$100 award was questioned in the Committee. While not wishing to recommend the abolition of the financial award entirely, the Committee suggested that alternative methods of providing recognition be investigated. It was felt that the program was not required in its present scope but that it should not be reduced where there was an essential need to be met and where no alternative existed.

WE RECOMMEND;

(18) THAT THE MINISTRY OF EDUCATION INVESTIGATE THE NECESSITY FOR THE PRESENT WIDESPREAD SCOPE OF THE FINANCIAL AWARD OF \$100 TO EACH OF APPROXIMATELY 10,000 ONTARIO SCHOLARS ANNUALLY, THAT PROVISION CONTINUE TO BE MADE WHERE FINANCIAL ASSISTANCE IS ESSENTIAL AND NO ALTERNATIVE EXISTS, THAT THE FINANCIAL AWARD BE CONSIDERED IN RELATION TO OTHER PROGRAMS OF STUDENT AWARDS, AND THAT SCHOLARLY ACHIEVEMENT CONTINUE TO BE RECOGNIZED THROUGH AWARD OF THE ONTARIO SCHOLAR CERTIFICATE.

The Ministry of Education provides correspondence courses for more than 50,000 persons. At the elementary level, about 500 students are in courses conducted in English while about 100 are French-speaking students taking courses in French. The result is that enrolment at any particular age level is quite small.

The great majority of students are enrolled in courses at the secondary school level. A large proportion of this group is from the Metropolitan Toronto area and other urban centres where programs are already available, either during the day or in the evening. If there were sufficient demand, classes could be provided at other times. The drop-out rate after initial enrolment is very high among correspondence course students. It is quite possible that many of the drop-outs would continue their education if they were enrolled in regular classes taught at times when their work schedules would permit them to be present.

The Correspondence Courses Branch has for many years offered an educational opportunity for students who did not have access to any other form of instruction. With the increase and improvements in modes of transportation, with developments in electronics and communications media, with the establishment of composite secondary schools throughout the province and the availability of courses, the circumstances that justified the initial correspondence course program have changed almost completely. Local educational authorities have provided itinerant teachers for "shut-in" pupils and have initiated other programs designed to ensure educational opportunities for almost all children in their jurisdictions. It is considered that they have the capability and the expertise to provide for students now enrolled in correspondence courses.

The Correspondence Courses Branch has become a costly operation. The financial commitment in 1976-77 is estimated at more than \$4,100,000. If the Branch were discontinued, some of the annual allocation to the Branch would have to be made to school boards to assist them to provide the necessary alternative programs. There could be a substantial overall financial saving with the added advantage of direct classroom instruction.

WE RECOMMEND:

(19) THAT THE MINISTRY OF EDUCATION BEGIN, EFFECTIVE JUNE 30, 1977, TO REDUCE THE ORGANIZATIONAL AND ADMINISTRATIVE STRUCTURE OF ITS CORRESPONDENCE COURSES BRANCH TO THE POINT WHERE IT IS PROVIDING ONLY AN ESSENTIAL SERVICE THAT CANNOT BE MET BY ANY OTHER MEANS; THAT THE MINISTRY INVESTIGATE OTHER POSSIBLE ALTERNATIVES FOR MEETING ANY REMAINING ESSENTIAL NEED WITH THE ULTIMATE OBJECTIVE OF ELIMINATION OF THE BRANCH; THAT SCHOOL BOARDS CONTINUE TO OFFER COURSES OUTSIDE DAY-SCHOOL HOURS FOR THOSE WHO NEED THEM; THAT EXISTING SPECIAL PROVISIONS BY SCHOOL BOARDS BE CONTINUED AND, WHERE NECESSARY, EXTENDED TO ENSURE THAT ALL THOSE WHO WISH TO PURSUE THEIR EDUCATION MAY DO SO.

The Ministry of Education maintains a multiplicity of committees of various types. They consume a large proportion of the time and effort of senior

officials and other personnel. There is no effective procedure for determining the length of time a committee will continue to exist nor are there provisions for the dissolution of committees when their purposes have been accomplished. Many of them serve no useful purpose and, indeed, a substantial number may be counter-productive in terms of good administration and sound decision-making.

WE RECOMMEND;

(20) THAT THE MINISTRY OF EDUCATION ESTABLISH A POLICY TO CONTROL THE NUMBER OF AD HOC COMMITTEES ESTABLISHED WITHIN THE MINISTRY; THAT WHEN A COMMITTEE IS APPOINTED A DATE BE SET FOR ITS TERMINATION AND THAT ONLY FOR COMPELLING REASONS SHOULD ANY EXTENSION OF ITS ORIGINAL TERM BE GRANTED; SO THAT SENIOR OFFICIALS WILL NOT SPEND A DISPROPORTIONATE AMOUNT OF THEIR TIME SERVING ON COMMITTEES, SOME OF WHICH ARE SELF-PERPETUATING AND NON-PRODUCTIVE; THAT THE MINISTRY UNDERTAKE A COMPLETE REVIEW OF THE NEED FOR EXISTING COMMITTEES, THAT IT DISSOLVE THOSE THAT ARE NO LONGER NECESSARY, AND THAT IT ADOPT REASONABLE ADMINISTRATIVE PROCEDURES TO AVOID THE UNNECESSARY PROLIFERATION OF COMMITTEES.

E. School Boards (Chapter 6)

School trustees and their school board should involve themselves in the development of educational goals and a philosophical direction for their school system. Traditionally, this function, if it has been performed at all, has been left to the central authority and the professional staff. Trustees and boards have too often chosen, or been led, to spend their time almost wholly on administrative matters or irrelevant minutiae involved in the operation of the schools. The result has been that substantive issues have by default been left to the administrative team or the teaching staff. In these days of demands by the public for accountability on the part of its elected representatives on school boards, it is no longer acceptable for school trustees to abdicate their responsibilities and as a result allow them to be assumed by appointed staff personnel.

There are some important distinctions to be made in the division of responsibilities between elected trustees and professional staff. The usual division is between policy and administration. But, in practice, the distinctions are not always clear cut and there are occasionally considerations that make strict adherence to these divisions difficult or impossible. Nonetheless, the division is useful as a general guide to the separation of functions. The determination of goals and direction for each school system is, however, definitely the prerogative of the school board within the broader goals established by the central authority. Where trustees feel inadequate or incompetent to make judgments about the goals of education in their jurisdictions, they have an obligation to inform themselves through concerted effort. Fortunately, trustees have substantial resources on which they can draw for information and advice. In addition, they have an obligation to consult with parents in the school system, representatives of interested community organizations, professional staff, and the general public.

It is important to recognize that once goals have been established, it is the responsibility of the professionals to develop programs as possible means for achieving the goals and to indicate their views about the priorities and the costs involved. But again the board must choose the programs to be pursued. The implementation is a professional responsibility, including evaluation based on agreed-on and understood criteria. When the results are known, school trustees should participate in a re-examination of the goals and priorities for the purpose of determining possible or necessary modifications that should be made.

In summary, it is imperative that trustees as members of a school board play a significant role in the determination of the goals of the school system, that they involve other persons and groups in an advisory capacity in the process of decision-making, and that they accept responsibility for the effectiveness of the school system in relation to the agreed-on goals.

WE RECOMMEND:

(21) THAT TRUSTEES OF EACH SCHOOL BOARD INVOLVE THEMSELVES IN THE DEVELOPMENT AND DETERMINATION OF EDUCATIONAL GOALS AND A PHILOSOPHICAL DIRECTION FOR THEIR SCHOOL SYSTEM AND THAT, IN

THE PROCESS, THEY NOT ONLY PERMIT BUT ALSO ACTIVELY SEEK THE PARTICIPATION OF PARENTS, REPRESENTATIVES OF INTERESTED COMMUNITY GROUPS AND ORGANIZATIONS, THE GENERAL PUBLIC, AND PROFESSIONAL STAFF.

In most school board jurisdictions, little interest is shown in the meetings, activities, and decisions of the boards unless a contentious issue arises. Once a matter in dispute is resolved, there is a reversion to disinterest and unconcern. Unfortunately, some school boards by their procedures encourage non-involvement of the public in educational decision-making. Others see any intervention or display of interest by the community as dissatisfaction with the boards' control. Some administrators operate the school system as a "closed" enterprise, denying to the public access to information and data in which they might be interested and to which they are entitled as citizens and taxpayers. It is little wonder that, denied any meaningful role in the conduct of the schools, the public show little or no interest in the election of their representatives to the boards.

It is highly desirable that steps be taken to gain the participation of the public in the determination of the kind of education they wish to see in their school system and in the individual school. Only through an informed and interested public can it be expected that support for quality education will be realized. The difficulties of communication are many and real but these are capable of resolution given the desire and the will. In the light of the alternatives for public quality education, they must be overcome.

WE RECOMMEND:

(22) THAT EACH SCHOOL BOARD DEVELOP AND ADOPT A POLICY OF OPENNESS WITH ITS COMMUNITIES THROUGH PUBLICITY REGARDING ITS PROBLEMS, ACTIVITIES, CONCERNS, POSSIBLE SOLUTIONS TO DIFFICULTIES, FINANCIAL CONSTRAINTS, AND THE LIKE WITH A VIEW TO THE DEVELOPMENT OF AN INTERESTED, INFORMED, AND PARTICIPATING CONSTITUENCY.

The individual school or a "family" of schools acting in consort is the basic unit for curriculum development and for the delivery of educational services within a community. The principal of the school must assume responsibility for educational leadership within the area served by his school. That leadership involves, among other requirements, participation in community affairs, a detailed knowledge of the community and its educational and other expectations, an ability to work cooperatively with community organizations towards accepted goals, a professional competence recognized by colleagues and the public, a concern for children, and an enthusiasm for quality education for every child. This is a tall order to expect in any individual but it is consistent with the pivotal role of educational leadership which the position of principal must involve now and in the future.

If the principal is to fulfill the role outlined for him and if he is to provide the leadership that is envisaged, he and his staff must be given the necessary authority and responsibility to perform their functions. School communities must be able to adapt freely curriculum guidelines issued by the central authority and modified by the school system to meet the particular needs of their school communities. Only through the granting of this responsibility can the principal and his staff be held accountable for the effectiveness of the programs they implement. Only through a high degree of autonomy can the schools accept responsibility for the quality of the educational program as judged by agreed-on evaluative criteria.

WE RECOMMEND:

(23) THAT EACH SCHOOL BOARD DELEGATE TO A SCHOOL, OR A FAMILY OF SCHOOLS, OR OTHER EDUCATIONAL UNIT AT THE COMMUNITY LEVEL, AS MUCH RESPONSIBILITY AS PRACTICABLE FOR THE EDUCATIONAL PROGRAM; THAT THE NECESSARY AUTHORITY CONSISTENT WITH THAT RESPONSIBILITY BE ALSO GRANTED; AND THAT EACH UNIT BE HELD ACCOUNTABLE FOR THE EFFECTIVENESS OF THE RESULTS OF ITS DELEGATED RESPONSIBILITIES THROUGH AGREED-ON EVALUATIVE CRITERIA.

During the last two decades there has been a tremendous increase in the number of positions of responsibility in schools, particularly at the secondary level but also in grades seven and eight of the senior schools and in the junior high schools. The impetus for this development came, at least in part, as a result of a shortage of qualified teachers. Some rapidly-expanding school systems offered status titles and additional salary to attract successful teachers away from their classroom duties with other systems, where, because of a more static enrolment, opportunities for advancement were more limited. This trend resulted in a highly mobile teaching staff until well into the 1970s. Now, because of a deceleration in the rate of growth of enrolment or an actual or impending decrease in enrolment, the teaching body tends to remain with the boards by which they are employed.

At the present time, there are a multiplicity of titles by which positions of responsibility are designated. These include principal, vice-principal, division head, department head, department head (major), department head (minor), associate head, assistant head, subject head, dean, assistant dean, chairman, major chairman, minor chairman, master teacher, senior teacher, director. Each of these titles usually carries with it additional remuneration above the salary grid. Some of the provisions relating to the number of positions and the allowances for them are incorporated in the negotiated agreements between teachers and boards.

The organizational structure of some schools indicates that the number of positions of responsibility has reached ridiculous proportions. Far from providing for a more efficient and more effective conduct of a school's business, the great number of staff carrying some additional title can only lead to lack of clarity of function, over-direction, and confusion. The system has the best chance to avoid these difficulties when the incumbents recognize the situation for what it is - a means of paying additional salary with no corresponding duties - and act accordingly.

Certainly there is a need for some personnel with supervisory responsibilities in each school. But the number should be reduced to an absolute minimum. As specific job description should be developed for each position of responsibility established and criteria, by which performance in the

position can be evaluated, should be clearly stated.

WE RECOMMEND:

(24) THAT EACH SCHOOL BOARD REVIEW THE ORGANIZATIONAL STRUCTURE OF ITS SCHOOLS TO ENSURE THAT THERE IS NO OVERSTAFFING; AND THAT THERE IS NO EXCESS IN THE NUMBER OF DESIGNATED POSITIONS OF RESPONSIBILITY WITH SUPPLEMENTARY FINANCIAL ALLOWANCES.

The number and diversity of educational conferences for teachers and other professional personnel have increased greatly in recent years. Undoubtedly attendance at some of these meetings is of value to staff members and as a result has a positive impact on the educational experiences of children in the classrooms. Participation in others is of little benefit to either teachers or pupils. In either case, it must be recognized that financial payments are involved and that in many instances the amounts are substantial. Not only are there expenditures for registration fees and for travel and living allowances but there are also the costs associated with the provision of a supply teacher to fill in during the regular teacher's absence. All too often the continuity of the regular teacher's work with his students is interrupted and the time virtually lost because of the understandable inability of the supply teacher to pick up the threads of the day to day work.

School boards should have stated policies dealing with the absence of any personnel from their regular duties. The number and frequency of these absences should be held to a minimum. Any request for attendance at conferences during class time should be accompanied by a justification for the absence based on the ultimate value that will accrue to students. Boards should establish priorities that have regard for the most productive use of scarce financial resources.

WE RECOMMEND:

(25) THAT SCHOOL BOARDS REVIEW THEIR PRESENT PRACTICES REGARDING ATTENDANCE OF STAFF AT CONFERENCES OUTSIDE THEIR SCHOOL SYSTEMS FOR WHICH SUPPLY TEACHERS AND TRAVEL AND LIVING EXPENSES ARE PAID BY THE BOARDS; AND THAT BOARDS DEVELOP POLICIES TO ENSURE THAT EXPENDITURES FOR THIS PURPOSE ARE JUSTIFIED IN TERMS OF AMOUNT AND POSITIVE BENEFITS TO THE SCHOOL SYSTEMS AND TO STUDENTS.

The Education Act, 1974, continued a provision whereby school boards could make payment of gratuities to employees at retirement or termination of employment for accumulated sick leave credits. In effect, these payments do not provide insurance for employees against illness but instead provide a bonus for remaining healthy. No provision exists for the funding of these payments during the period when the liability is being created. When the payment must ultimately be made, the whole burden falls on the taxpayer and must be financed from current revenues. This results in substantial fluctuations in the amounts to be raised from year to year. The long-term financial implications are serious for school boards.

An alternative form of protection against loss of salary is long-term disability insurance. This type of insurance has been adopted in many organizations, including a substantial number in the public service sector. Usually, in any changeover of this type provision is made for the protection of credits of employees earned up to the time of introduction of the new plan.

WE RECOMMEND:

(26) THAT SCHOOL BOARDS ADOPT A POLICY WHEREBY LONG-TERM DISABILITY INSURANCE WILL REPLACE SICK LEAVE CREDITS RESULTING IN GRATUITY ALLOWANCE PAYMENTS FOR UNUSED CREDITS AT RETIREMENT OR TERMINATION OF EMPLOYMENT; AND THAT PROVISION BE MADE FOR SUITABLE ADJUSTMENT FOR CREDITS EARNED BY EMPLOYEES PRIOR TO THE IMPLEMENTATION OF THE NEW POLICY.

On January 1, 1969, county and district school boards were established. They represented consolidation of a large number of former boards, many of which had themselves been established through consolidation of school sections into township school areas, or by the union of municipalities into high school districts. The county and district boards have been in existence for eight full years. It is now possible to make comparisons between the relative effectiveness of these units when compared with other larger boards that were not affected by the reorganization. It is also important to know how the new units have developed in the time they have been in existence and to identify the best that has been achieved by all boards. It is time that an in-depth study was commissioned to examine all aspects of the functioning of the new boards and to suggest possible alternative courses of action for the years ahead.

It is suggested that the terms of reference of an extensive and comprehensive research study into the operation of school boards be developed in consultation with boards, trustees, and trustee organizations. The study should be conducted by competent and experienced researchers and should be funded by the Ministry of Education as a contribution to the attainment of quality education in Ontario.

WE RECOMMEND;

(27) THAT, SINCE COUNTY AND DISTRICT SCHOOL BOARDS HAVE BEEN IN OPERATION FOR EIGHT FULL YEARS, SCHOOL TRUSTEES, BOARDS, AND TRUSTEE ORGANIZATIONS SHOULD DEVELOP TERMS OF REFERENCE FOR AN IN-DEPTH STUDY OF EVERY ASPECT OF SCHOOL BOARD OPERATIONS; THAT A WELL-DESIGNED RESEARCH PROJECT SHOULD BE CONDUCTED BY COMPETENT AND EXPERIENCED RESEARCHERS; AND THAT THE MINISTRY OF EDUCATION SHOULD PROVIDE FINANCIAL RESOURCES FOR THE PROJECT AS A CONTRIBUTION TO THE ATTAINMENT OF QUALITY EDUCATION IN ONTARIO.

F. Metropolitan Toronto School Board (Chapter 7)

The circumstances that resulted in the creation of the Municipality of Metropolitan Toronto in 1954 were related to the provision of municipal services such as roads, transportation, water, sewers, and police protection and to the financing of these services. The problem in the provision of the single service of education lay almost wholly in the limited ability of Etobicoke, North York and Scarborough to meet the financial obligations associated with development of hundreds of new subdivisions in the open areas of these municipalities and the provision of new school buildings to accommodate thousands of students from the new homes. The solution for both municipal services and educational services was to create a Metropolitan form of government with a two-tier organizational structure. Subsequent amendments to the original format maintained the relationship between the provision for the administration of municipal services and the administration of education.

The circumstances that may have justified the formation of the Metropolitan Toronto School Board in 1954 had changed almost completely by 1976. For example, almost all the land in the three largest municipalities has been built on so that the need for essential new school accommodation has largely been met. In any case, the rate and amount of legislative grants provided by the province for new schools have been increased to a much higher level than prevailed in 1953. Where funds are required for essential accommodation, they can be provided through the Ontario Education Capital Aid Corporation at relatively favourable interest rates.

It is our view that the Metropolitan Toronto School Board has served its purpose and that it is now an unnecessary organizational structure. Any essential functions that it performs could be assumed by the six local area boards. Abolition of the Metropolitan Toronto School Board would eliminate a level of bureaucracy with resulting savings in time of area board officials and trustees. Substantial economies would result from elimination of the high salaries of senior personnel and other administrative costs. It would restore to area boards authority and responsibility for the operation of their schools and would in the process make all trustees accountable, in fact, for the decisions that are now in reality made elsewhere by a small

number of representatives of trustees at the Metropolitan Toronto School Board level.

The requirements of governmental structure for the delivery of a multiplicity of municipal services are quite different from the needs for the provision of the single service of education. Consequently, even though the Metropolitan two-tier system of governance may still be necessary in the municipal field, it does not follow that it serves any essential role in the delivery of educational services. It is our view that the continued existence of the Metropolitan Toronto School Board is unnecessary and, indeed, that it is impinging on the authority and responsibility of the six area boards and their trustees to deliver good educational services to their constituencies. When to these negatives is added the fact that the organizational structure is an invitation to extravagance, there is ample evidence to justify its abolition.

WE RECOMMEND:

(28) THAT, EFFECTIVE DECEMBER 31, 1977, OR AS SOON AS POSSIBLE THEREAFTER, THE METROPOLITAN TORONTO SCHOOL BOARD BE ABOLISHED AND THAT ANY NECESSARY FUNCTIONS IT PERFORMS BE ASSIGNED TO THE AREA BOARDS IN THE METROPOLITAN AREA.

G. School Year (Chapter 8)

For many decades in Ontario, the authority for determination of the number and distribution of school days throughout the school year was contained in the statutes. The discontinuance of the Grade 13 external examinations in 1968 eliminated the necessity for the secondary schools to terminate their regular instructional program at the end of May. It also meant that any justification for the release from duty of many secondary school teachers for part or all of the month of June disappeared. Elementary school teachers who had always continued their programs to the end of June could no longer see any reason for a difference in the number of instructional days between the elementary and secondary schools. The Department of Education had difficulties in its attempts to resolve the problem.

In 1972, the Minister of Education appointed a Task Force to study the problem and to make recommendations for its possible solution. Subsequently, the direct statutory authority for determining the school year and school holidays was repealed and the Minister of Education given power, subject to approval of the Lieutenant Governor in Council, to make regulations governing these matters. One result has been that school boards have been given responsibility for determining the number of school days in excess of 185 that will be devoted to professional activity days. Ostensibly, the justification for this transfer of responsibility was the desire to provide a greater degree of freedom to school boards. In practice, the problem confronting the Ministry of Education was solved for it by making it a problem for school boards instead. There were a number of other negative developments resulting from the transfer of some superficial responsibility for determining the dates and numbers of days to be devoted to instruction.

The major problem has been the number of days in excess of 185 to be devoted to professional activities. Depending on the calendar, the total number of school days varies from 194 to 197. Consequently, the maximum number of days in any school year, which may be devoted to professional activities, varies from nine to twelve. It is the determination of the number to be provided that has absorbed an inordinate amount of the time of school boards and that has led to confusion and controversy. Usually, teachers at the secondary level have wished to have the maximum number possible allocated for professional activities and elementary school teachers have been unprepared to accept any fewer days. Parents have usually been opposed to the number granted. The financial cost is substantial and there has been little objective evidence to show that there is adequate return in terms of improvement of the educational program. While it may be politically advantageous to the provincial government to be removed from the necessity to make decisions in this area, that advantage must be measured against the impact on education and the schools at the local level.

While we are generally in agreement with the principle that school boards should have the maximum possible degree of freedom, there are certain matters which should continue to be the responsibility of the Ministry of Education. The designation of the school year is in the latter category.

If the Minister of Education does not wish to accept this responsibility, it could be made a direct statutory authority again.

WE RECOMMEND;

(29) THAT THE REGULATION GOVERNING THE SCHOOL YEAR AND SCHOOL HOLIDAYS BE AMENDED TO PLACE FULL AUTHORITY FOR THE DETERMINATION OF THESE MATTERS, INCLUDING THE DATES FOR THE MID-TERM BREAK, WITH THE MINISTER OF EDUCATION, SUBJECT TO APPROVAL BY THE LIEUTENANT GOVERNOR IN COUNCIL.

It is our view that the possible allocation of from nine to twelve days to professional activities is excessive and, in the absence of any objective evidence to the contrary, may even be counter-productive in terms of improvement in the educational program. We do, however, recognize the need of some provision for professional staff to have time for undertaking programs designed to enhance their knowledge and skills. The determination of the number of days for this purpose should be established by the Ministry of Education.

WE RECOMMEND;

(30) THAT THE NUMBER OF INSTRUCTIONAL DAYS PER SCHOOL YEAR BE NOT LESS THAN 190, AND THAT THE REMAINING NUMBER OF SCHOOL DAYS, DEPENDING ON THE CALENDAR, BE AVAILABLE AT THE DISCRETION OF THE SCHOOL BOARD FOR ACTIVITIES DESIGNED TO IMPROVE PROFESSIONAL COMPETENCE.

Under existing provisions, the total number of days in the school year varies from 194 to 197, depending on the calendar. As already pointed out, these numbers may be reduced to 185 instructional days, with the difference devoted to professional development for teachers. But there are a number of other activities, particularly in the secondary schools, that reduce still further the opportunities for students to have new experiences

of a worthwhile educational nature. An example is in the area of evaluation of pupil progress. It is imperative that both teachers and students be aware of the educational goals of the program and that there be established criteria by which the degree of progress towards the goals can be determined. To the maximum extent possible, this information should be available promptly so that, where necessary, corrective action can be taken to overcome deficiencies that may have been revealed. Otherwise, at least in some content areas, the difficulties may become cumulative to the point where little can be done to improve the situation. Consequently, evaluation should be an on-going process forming a regular part of the day-to-day program.

A set of formal examinations may form a useful part of the total evaluation process, particularly if the information revealed forms the basis for necessary adjustments and adaptations of the teaching program to meet the needs of students. Over-reliance on or exclusive use of sets of formal examinations in evaluation of student progress may reduce the time available for new learning experiences. For example, if a school conducts three sets of formal examinations during a school year, each set requiring as many as seven instructional days, the number of teaching days, under existing provisions, may be reduced to as low as 164.

The allocation of time and the commitment of resources of personnel and finances in this manner must be measured against the educational gains that might be achieved if a good part of the twenty-one days were devoted to new experiences and new learnings. The major consideration in this example is the most effective use of time.

Similar comments might be made about the conduct and administration of other activities. For example, there is no doubt of the educational value of field trips, if they are an integral part of the program and if they are well planned and conducted. The potential for positive learnings outside the school setting is substantial and is being realized to a greater extent than ever before. But, again, it is a matter of balance and the best use of time and resources. It is the excesses that are open to criticism and it is to these areas that closer attention should be directed by school boards, administrators, supervisors and teachers if the wise use of scarce

resources is to be achieved.

WE RECOMMEND:

(31) THAT EACH SECONDARY SCHOOL GIVE PARTICULAR ATTENTION TO THE BEST USE OF THE TOTAL NUMBER OF INSTRUCTIONAL DAYS AVAILABLE TO ENSURE THAT THE COMMITMENT OF SCARCE RESOURCES OF PROVIDING THE MAXIMUM POSSIBLE RETURN IN EDUCATIONAL OPPORTUNITIES FOR STUDENTS.

H. Salaries and Other Allowances to School Board Members (Chapter 9)

From the earliest years of the Ontario educational system until 1950, school trustees served without salary. It was as recent as 1941 that legislation was passed permitting payment of a mileage allowance for trustees of township school areas. Since these dates there have been numerous adjustments in the amounts of expenses and salary permitted by legislation.

At the present time, the maximum levels for honoraria for trustees are established by legislation and are set out in The Education Act. Most boards have endorsed payment at the maximum levels permitted by legislation. The justification for this decision is that the Legislature endorsed these amounts. The trustees and the boards are in practice relieved of most of the responsibility for the determination of the honoraria they receive.

Municipal councils must accept full responsibility for the honoraria they pay to their members. Given the controls that we propose, we believe that school boards should be made fully responsible and accountable to the electors for the honoraria they receive and that for these purposes they should be considered similar to municipal councils.

WE RECOMMEND:

(32) THAT SECTION 164, SUBSECTIONS (1) AND (2) OF THE EDUCATION ACT THAT ESTABLISH THE MAXIMA AMOUNTS OF HONORARIA FOR SCHOOL TRUSTEES BE REPEALED SO THAT THE SETTING OF THE AMOUNTS OF HONORARIA WILL BE OPEN TO CLOSER PUBLIC SCRUTINY AND SO THAT TRUSTEES WILL HAVE TO ACCEPT RESPONSIBILITY FOR THE AMOUNTS OF THE HONORARIA GRANTED,

A board may at any time during the period for which it was elected increase the honoraria to its trustees to the maxima permitted by the legislation. In addition, it can declare a proportion of the honoraria non-taxable up to the statutory limit within the provisions of The Income Tax Act. It may also at any time provide a mileage allowance for attendance of trustees at meetings of the board at a rate to be determined by the board. There have been cases where boards have increased these allowances immediately following their election of office.

It is our view that electors should know at the time of the municipal election the allowances that trustees will receive for the term of office for which the election is being held. To achieve this objective all allowances should be determined by the board at its first meeting in October preceding the election with effect from the following January 1 and that, once determined, these allowances should not be increased during the term of office. It would thus be possible for the public to hold trustees accountable for the amount of their allowances and for prospective candidates to know the level of remuneration they could expect to receive if elected.

WE RECOMMEND:

(33) (A) THAT ANY INCREASES IN THE SALARY FOR SCHOOL TRUSTEES, IN THE PROPORTION OF THE SALARY NOT SUBJECT TO TAX WITHIN THE PROVISIONS OF THE INCOME TAX ACT, IN THE MILEAGE ALLOWANCE RATES, AND IN ANY OTHER ALLOWANCES OF A SIMILAR NATURE SHOULD BE MADE BY A RECORDED VOTE OF ALL TRUSTEES OF THE BOARD AT ITS FIRST MEETING IN THE MONTH OF OCTOBER PRECEDING THE ELECTION FOR THE SCHOOL BOARD FOR THE NEXT TERM;

(B) THAT THE ALLOWANCES ESTABLISHED BY THE PROCEDURE IN (A) BE EFFECTIVE FROM JANUARY 1 OF THE TERM OF OFFICE FOR WHICH THE BOARD IS ELECTED AND THAT THEY NOT BE SUBJECT TO ANY INCREASE DURING THE TERM OF OFFICE OF THE TRUSTEES.

Payments of honoraria to trustees are at present eligible for inclusion in recognized ordinary expenditures on which grant is paid by the province up to the maximum per pupil eligible for grant. Because trustees should be responsible to the electors for the performance of their duties on behalf of the electorate and because they should be accountable to the electorate for the expenditures they approve, we believe that the honoraria for trustees should be paid out of local taxation.

WE RECOMMEND:

(34) THAT THE AMOUNT OF THE HONORARIA FOR TRUSTEES BE INELIGIBLE FOR INCLUSION IN RECOGNIZED ORDINARY EXPENDITURES FOR LEGISLATIVE GRANT PURPOSES.

I. Private Schools (Chapter 10)

Provision exists in legislation for the establishment and operation of private schools in Ontario at both the elementary and secondary school levels.

The enrolment trends in private schools in the years 1967 to 1974 inclusive reveal that there has been a slight annual increase during most years of the period. At the elementary level, a good part of the increase has been in the junior kindergarten and kindergarten classes. In the secondary panel, the net increase during the eight-year period was 1,607 students. Given the overall increase in the province in the number of students at the secondary level, the proportion in private secondary schools has remained almost static. For comparison purposes, the total private school enrolment in 1974 of 51,440 is approximately 2.5 per cent of the enrolment of 1,994,489 in the public educational system in the same year.

The major justification for the existence of private schools is that they provide a clear alternative to the schools of the public system. Many of the private schools at the secondary level in Ontario, however, adopt the curriculum guidelines issued by the Ministry of Education, request inspection by representatives of the Ministry, and profess to meet the specific requirements of the Ministry for the Secondary School Graduation Diploma, the Secondary School Honour Graduation Diploma, and the Ontario Scholarship program. The main reason for this voluntary adherence to the specifications of the Ministry of Education seems to be to enable the private schools to advertise this fact in an endeavour to convince parents of prospective students that their programs are academically acceptable. The hope is that, as a result, the private schools will attract a larger enrolment. In the process, however, the private schools sacrifice much of the justification for their existence as unique, different, alternative educational institutions.

WE RECOMMEND:

(35) THAT THE MINISTRY OF EDUCATION ENCOURAGE PRIVATE SCHOOLS TO DEVELOP THEIR OWN CRITERIA FOR GRADUATION OF THEIR STUDENTS INSTEAD OF USING THE SECONDARY SCHOOL GRADUATION DIPLOMA AND THE SECONDARY SCHOOL HONOUR GRADUATION DIPLOMA TO CONVINCE PARENTS AND PROSPECTIVE STUDENTS OF THE ACCEPTABILITY OF THEIR PROGRAMS.

The Ministry of Education at the request of a private school will provide inspection services for a nominal fee. It is almost inevitable that representatives of the Ministry will assess the private school in terms of the criteria that they would apply to schools in the public system. There is then a strong influence toward conformity to and uniformity with the public system. Again, this works against attainment of the major purpose that justifies the private school as an acceptable alternative form of education.

The Ministry of Education accepts requests from private schools with offices in Ontario for inspection of their schools situated in Switzerland and

the Caribbean. There are a number of questions that arise as a result of the Ministry's involvement in this activity. The use of the legal authority under The Education Act, applicable to Ontario, to inspect private schools in other countries is highly questionable. The right to assign employees of the Ministry of Education and to pay their salaries and expenses to permit inspection of schools in jurisdictions outside of Ontario and Canada is not clearly established. The granting of the Secondary School Graduation Diploma and the Secondary School Honour Graduation Diploma to students who are not enrolled in schools in Ontario and at least some of whom have never resided in Ontario seems to go beyond the intent of the legislation and Regulations. The right to award the certificate as an Ontario Scholar to these students is similarly questionable. There is little doubt that the payment of the Ontario Scholarship financial award of \$100 to students who attend private schools in foreign jurisdictions is, if not illegal, at least generous beyond reason or justification.

WE RECOMMEND:

(36) THAT THE MINISTRY OF EDUCATION DISCONTINUE THE INSPECTION OF PRIVATE SCHOOLS ON REQUEST OF PRIVATE SCHOOLS, INCLUDING THOSE SCHOOLS IN SWITZERLAND AND THE CARIBBEAN.

The province provides financial support for The University of Toronto Schools, an integral part of the Faculty of Education in the University of Toronto. The original justification for its establishment as an institution to provide practice teaching for teachers-in-training is no longer valid, since there are now numerous schools in the public system available for this purpose. The University of Toronto Schools has become a private school subsidized with public funds. It is, therefore, a contradiction of the province's policy that public funds must not go to the support of private schools. In addition, the grant of more than \$500,000 in 1976-77 is a subsidy which is unfair to other private schools in their attempts to attract students and to parents of students who attend other private schools where the full cost of tuition must be borne without subsidy from the province.

WE RECOMMEND:

(37) THAT THE PROVINCE DISCONTINUE GRANTS TO THE UNIVERSITY OF TORONTO SCHOOLS SINCE SUCH ACTION IS INCONSISTENT WITH THE GOVERNMENT'S POLICY OF NON-FINANCIAL SUPPORT TO PRIVATE SCHOOLS, SINCE THERE IS NO VALID JUSTIFICATION FOR ANY EXCEPTIONAL STATUS FOR THE UNIVERSITY OF TORONTO SCHOOLS, AND SINCE GRANT SUPPORT IS FINANCIALLY DISCRIMINATORY AGAINST OTHER PRIVATE SCHOOLS AND THE PARENTS OF STUDENTS ATTENDING THEM.

J. Grade 13 (Chapter 11)

The final year of the secondary school program in Ontario is Grade 13. A student may graduate at the end of the Grade 12 year on successful completion of the number of credits required for the Secondary School Graduation Diploma. If the student continues into Grade 13 and completes successfully the additional credits required at that level, he or she receives the Secondary School Honour Graduation Diploma. Grade 13 has been a part of the educational program in Ontario for a century. Some of the historical reasons that justified its original inclusion in the secondary school system, while still relevant, may not apply with equal force today. Others are still applicable while adaptations, which have taken place to meet new circumstances, have made the final year a rich educational experience for many students.

During recent years there have been questions raised about the necessity for the Grade 13 year. Criticism has focused on the educational and financial aspects of the program. The conclusion of some of the critics has been that Grade 13 should be abolished. All too often this opinion has been reached without a thorough examination of all the relevant factors, without regard for the available evidence, and without consideration of the consequences of such a decision or the manner in which it might be implemented. This simplistic approach is characteristic of the manner in which too many decisions are reached in education to-day. What is required is a rational examination of this complex issue which would take into account

all the relevant factors and which would provide an informed and objective assessment of the place of Grade 13 in the total educational and societal context.

We did not attempt to conduct a definitive study of Grade 13. Consequently, we have not recommended its abolition or continuance. But we have identified some of the criticisms that have been offered and some of the counter-arguments that have been presented on the educational side. From the financial standpoint there are no obvious advantages to be gained by elimination of Grade 13. Indeed, there is a real possibility that costs could be greater if it became necessary to provide some alternative educational program at the post-secondary level. We are convinced that any decision to discontinue Grade 13 without a full knowledge of the ramifications of such action and without a well-thought-out and fully-developed plan to meet them would result in chaos and would be a disservice of substantial proportions for the educational system as a whole.

WE RECOMMEND:

(38) THAT ANY PROPOSAL FOR THE FUTURE OF GRADE 13 BE CONSIDERED IN THE LIGHT OF THE EVIDENCE DERIVED FROM A THOROUGH, OBJECTIVE, RATIONAL ASSESSMENT OF ALL THE RELEVANT FACTORS AS THEY APPLY IN THE SOCIETAL AND EDUCATIONAL CONTEXT IN ONTARIO.

CHAPTER 6

COMPENSATION IN ELEMENTARY AND SECONDARY EDUCATION^{*}

FINDINGS, CONCLUSIONS, RECOMMENDATIONS

In the preceding five Interim Reports of the Committee on the Costs of Education, Chapter 1 was a Summary of Findings, Conclusions and Recommendations which would allow the casual reader to quickly determine the main direction of each Report. The Committee has found the subject of Compensation to be of such complexity that it urges the reader to consider this chapter as a summary only, to be considered in the light of the more detailed material which follows.

By far the largest single component in educational expenditures of school boards is the wage-bill. The size of the wage-bill is determined by the numbers of personnel, their responsibility levels within the total organizational pattern, and by the salary levels established for each position. The Committee has examined each of these aspects of the wage-bill in detail and has singled out a number of factors for special consideration. Those factors pertaining to the organization of the educational system are discussed in this Committee's Interim Report Number Five, Educational Agencies and Programs to be issued in 1976. Those pertaining to the salary-level component of the wage-bill are discussed in this Report. This chapter summarizes the findings of the Committee with respect to compensation of employees in education in Ontario and the determination of compensation levels for such employees. Supporting information and data may be found in succeeding chapters and the Appendix.

A. Establishing Salary Levels

Negotiation of salary levels in the private sector is subject to finite limitations imposed by financial realities. The adversary principle in negotiations, when transferred from the private sector of business and

^{*} Report on the Compensation in Elementary and Secondary Education. Interim Report Number Six, Committee on the Costs of Education, Toronto, October, 1976.

industry to the public service sector including education, does not involve similar financial limitations and salary levels are not subject to either the restraints or the benefits of changing national or local financial conditions. Increasing conflict between the public, represented by school boards, and teachers, represented by their federations, have resulted in serious interruptions of school programs. The enactment of Bill 100, with its procedures for resolving impasse situations inherent in the negotiating procedures now prevailing in education, has not resolved the problems which are a part of the adversary system.

This Committee believes that the adversary principle, common in the private sector of business and industry, is not workable when applied to public service negotiations. The Committee suggest, as a viable alternative, consideration of a commitment by the government of Ontario, by the people of the province through their representatives on school boards, and by the teachers and other personnel employed in education, to a carefully formulated principle of "Fair Comparison with Selected Good Employers",¹ as a means of arriving at compensation levels suitable for and acceptable to all those who provide educational services in Ontario.

B. Determination of Data for Comparison

Studies conducted on behalf of this Committee have indicated that criteria do exist on which the job content of positions in the field of education can be compared with the job content of positions in business and industry. In any such exercise, it is clear that representatives of employers, employees and administration must be directly involved. On the first round, at least, they would undoubtedly require the assistance of experienced consultants in the evaluation of the job content of positions in education and in the selection of comparable positions in the private sector. The Committee suggests, as a viable alternative to present chaotic and undirected practice, that the Education Relations Commission, with the direct involvement of trustees, teachers and administrators, through their respective

¹ Martin O'Connell, "Fair Comparison with Selected Good Employers, A Proposal for Ending the Power Struggle in Public Service Collective Bargaining." Paper Presented to the Gov. of Canada, January 8, 1976.

organizations, consider the possibility of formulating detailed position descriptions for each job classification among employees in education. Through discussion and negotiation they should determine an acceptable method for evaluating job content in such a way that it can be compared with similar evaluations among selected "good" employers in Ontario. Further, the Committee suggests that the Education Relations Commission, trustees, teachers and administrators, through their respective organizations, consider the establishment of a representative list of "good employers" in Ontario for use in determining "fair" compensation for positions of equivalent job content.

At first sight, the foregoing would appear to be a formidable task. Some may find reasons why it is naive or even hopeless. The Committee went through this cycle several times. Each time, it came back to the one overpowering reality: the present system is completely without direction, without criteria and without any reliable means of providing equitable solutions when controversies arise. We firmly believe that alternatives are available and should be explored.

C. Implementation of Principle of Fair Compensation

Committee studies have indicated that a major revision of salary schedules now used in the academic branch of the educational enterprise in Ontario, to bring them more in line with present practice in business and industry, is essential to the resolution of problems which exist in the determination of compensation levels in the teaching profession. The Committee has worked out a model for revision to demonstrate that such a change is possible. Moreover, this can be accomplished without undue hardship either to members of the teaching profession or to the taxpayer who supports the system. The Committee recognizes that further investigation may suggest other approaches to the implementation of salary change which may have equal or greater validity than that suggested in this Report. In any event, regardless of the method of implementation which may be chosen, a number of criteria should remain negotiable and indeed these criteria should be determined through negotiation and discussion.

Built into the concept is the assumption that trustees' and teachers'

organizations will give consideration to the adoption of a model for salary schedules that conforms closely to practice in business and industry, and is based on criteria developed through discussion and negotiation. This model assumes, in addition, that consideration will be given to the implementation of such a reformed schedule over a sufficient number of years to minimize any adverse impact on teachers or the public.

A long-standing problem in salary negotiations has been the tendency to "leapfrog" from board to board to obtain the best features of all agreements. Adherence to the "Principle of Fair Comparison" can obviously eliminate this feature of current negotiations to the extent that the salary and employee benefits aspects of compensation are determined over a wide area. Negotiations must recognize that school boards are in competition for professional staff over the entire province. It is possible that regional differences should be recognized in establishing compensation levels. The selection of employers with whom comparisons will be made will establish patterns in this regard. Competition for non-professional staff is generally on a more local basis. This, too, can be recognized in the selection of employers for comparison.

The Committee suggests that consideration be given to the determination of salary levels and employee benefits for professional staff through negotiation using the "Principle of Fair Comparison" with "Good Employers" selected over a wide area, and, that determination of all other matters be contained in board-teacher agreements reached through discussion or negotiation based on factors applicable at the local level. The Committee suggests, further, that similar principles be used in the establishment of compensation levels for non-professional employees through comparison with selected "Good Employers" in the local area.

Ontario's present Act respecting the negotiation of collective agreements between school boards and trustees was written to provide direction for negotiations and to resolve impasse situations resulting from the application of the adversary principle. Many of the mechanisms established by the Act remain workable if the "Fair Comparison Principle" is implemented.

The Committee suggests that the Education Relations Commission give leadership in any implementation of the "Principle of Fair Comparison with Selected Good Employers" in the determination of compensation in education in Ontario and, that the legislators amend The Act to conform with the changed approach to negotiations.

This Committee considers any protracted interruption of the school year through strikes and lock-outs to be a totally unacceptable means of resolving impasse situations in negotiations. Any strike or lock-out which may be initiated by the negotiating parties in resolving implementation procedures must be short-lived. In our view, the Ontario government can, and should provide special judicial procedures, with judges trained in industrial and human relations, available immediately to order a reopening of schools, and to hand down binding decisions on the matters in dispute, based on the "Principle of Fair Comparison". The Committee believes that strikes and lock-outs can become a thing of the past and that harmony can be restored to negotiations in the field of education.

CHAPTER 7

FINANCING EDUCATION IN ELEMENTARY AND SECONDARY SCHOOLS*

FINDINGS, CONCLUSIONS, RECOMMENDATIONS

Introduction

The method of financing elementary and secondary education in Ontario incorporates many of the principles enunciated by the pioneer theorists in the field of educational finance. The province still compares favourably with most jurisdictions in the means by which it makes available the financial resources to enable the school system to operate. Inequalities of educational opportunity and inequities in the distribution of the tax load for education are, however, still characteristic of the Ontario school system. Some of the problems have their origin in widely disparate amounts of money per pupil provided in different school board jurisdictions, in the assessment practices used to determine property taxes, in the variation in local mill rates for education, in the limitation on planning imposed by the unavailability of the grant Regulation until well into the fiscal year for school boards, by the complexity of the Regulation, and by some of the restrictive measures imposed by it. The proposals in this chapter are designed to reduce the negative impact of some of these conditions and practices or to eliminate the adverse effects of others by the introduction of new measures and procedures.

In this section of the Report, the findings and conclusions on which a recommendation is made are presented in summary form preceding the recommendation. To assist the reader in understanding some of the technical terms used in the grant Regulation, several definitions are provided below. For more detailed information about these and other references, recourse should be had to the Regulation.¹

* Report on the Financing Education in Elementary and Secondary Schools. Interim Report Number Seven, Committee on the Costs of Education, Toronto, June, 1975.

¹ Regulation - General Legislative Grants 1974, Ontario Regulation 200/74, Ministry of Education, Toronto, 1974.

"ordinary expenditure" - The amount of a school board's net expenditure for current operating purposes.

"recognized ordinary expenditure" - The amount of a school board's ordinary operating expenditure eligible for grant from the Ministry of Education at the board's rate of grant on this type of expenditure.

"unrecognized ordinary expenditure" - The amount of a board's ordinary expenditure not eligible for legislative grant.

"extraordinary expenditure" - The amount of a school board's expenditure for purposes that vary in extent of need from board to board but which are mainly for pupil transportation and for payments of principal and interest on debentures for school buildings.

"recognized extraordinary expenditure" - The amount of a school board's extraordinary expenditure eligible for grant from the Ministry of Education at the board's rates of grant on this type of expenditure.

"unrecognized extraordinary expenditure" - The amount of a board's extraordinary expenditure not eligible for legislative grant.

"ceiling" - The basic maximum expenditure per pupil, before application of any weighting factors, that a board can make for current operating purposes during its fiscal calendar year.

"grant weighting factor" - An allowance that permits a board to make expenditures in excess of the basic ceiling because of certain programs conducted by the board or in recognition of particular circumstances applicable to the board. The sum of the allowances for these purposes is the factor that, when applied to the ceiling, increases the maximum amount of the board's ordinary expenditure eligible for grant.

"expenditure weighting factor" - An allowance that permits a board to make expenditures in excess of the basic ceiling increased by the grant weighting factor. The expenditure in excess of the basic ceiling multiplied by the grant weighting factor is not eligible for grant.

There are certain other terms introduced in this Report that are defined as follows:

"uniform expenditure limit" - The basic uniform amount per pupil that a school board may spend for current operating costs.

"uniform mill rate on equalized assessment" - The common mill rate applicable to all taxable property in the province for the support of the current operations of a school board within the uniform expenditure limit.

"discretionary mill rate" - The mill rate to be determined by a school board (i) to finance expenditures for current operations that cannot be met within the uniform expenditure limit; or (ii) to finance permanent improvements from current revenues.

"debenture debt mill rate" - The mill rate required to finance the portion of the annual payment of principal and interest on debentures not provided by legislative grant.

A. Assessment

(a) Assessment and Reform in Financing of Education

The procedures and practices used by almost all municipalities in the assessment of real property before 1970 had been outmoded and outdated for many years. They produced inequities and unfairness in the distribution of the tax load among different types of property within the same municipality, among municipalities, and in the rate and amount of general

legislative grants to school boards. The decision of the province in 1969 to assume responsibility for assessment gave promise of some reconciliation of the disparities that had existed and of achievement of greater equity in distribution of taxation. But continuation of the assessments in effect in 1970 to the time when the province could carry out complete reassessment has resulted in the perpetuation of old inequities, compounded by changes in property values that have taken place since then.

The province had indicated its intention to make new market value assessments available in 1974 for introduction for taxation purposes in 1975. These proposed actions have now been postponed until 1976 and 1977 respectively. The reason given for the deferral is that "the real estate market has become unpredictably volatile with prices rising at unprecedented rates in many urban and resort areas".² Apparently, the reassessed values, although realistic at the time they were made after 1970, became outdated by late 1973. Consequently, the decision was made to retain the old assessed values for two additional years. It is difficult to understand how the delay in implementation will alleviate the impact of the major adjustments in assessment that will be compounded in the period from 1974 to 1976, given the continuing increase in the market value of properties in many communities across the province. It is more likely that the situation will be worse, ultimately requiring more severe corrective measures than would have been necessary in 1975.

It was our original intention to recommend changes in the methods of financing education for implementation in 1975, coinciding with the introduction of the new market value assessments. Because we believe that there is a real need to introduce new measures to alleviate at least some of the existing inequities in taxation for education at the local level, we are now proposing that implementation of our recommendations begin in 1976, using existing equalized assessment values. Then, when market value assessment is finally introduced, the transition in 1977 and subsequent years will be more orderly and less disruptive in terms of the impact of

²Legislature of Ontario Debates, No. 101, October 18, 1973, Office of the Speaker, Toronto, 1973, p. 4406.

the inevitable redistribution among property owners of the tax load for education purposes.

WE RECOMMEND:

(1) THAT THE CHANGES WE PROPOSE IN THE FINANCING OF EDUCATION AT THE LOCAL LEVEL BE INITIATED IN THE TAXATION YEAR 1976, USING THE EQUALIZED ASSESSMENT IN EFFECT AT THAT TIME, WITH FURTHER ADJUSTMENTS TO BE MADE WHEN REASSESSMENT AT MARKET VALUE IS INTRODUCED IN 1977,

(b) Assessment Equalization Factors for Education

When municipalities were responsible for assessment prior to 1970, there were wide differences in the methods and procedures used to determine assessed property values. The result was that there was little comparability of assessments among municipalities. This created problems where there had to be an allocation of costs among municipalities for shared services, such as education. The province attempted to find a method whereby the local assessment for each municipality could be translated into an assessment that would result in a comparable relationship with assessments in all other municipalities. The objective was to permit a more equitable allocation among municipalities of the tax load for shared services and to provide the means for a fair distribution of provincial grants, particularly in the field of education. The device designed to achieve these objectives was the provincial "assessment equalization factors" instituted by the former Department of Municipal Affairs and continued in use by the present Ministry of Revenue. The complicated formula for the determination of assessment equalization factors has inherent deficiencies that prevent the factors from adequately achieving their intended purposes. The best that can be said for them is that they reduce significantly the disparities that would otherwise exist.

After 1970, when the province assumed responsibility for assessment, it "froze" existing assessed values in most municipalities until reassessment could be completed. The assessment equalization factors were also

stabilized except for review where new exceptional circumstances developed. When these procedures resulted in some fluctuations in mill rates for education, that were considered undesirable or unacceptable, legislation to amend The Ministry of Education Act and The Secondary Schools and Boards of Education Act was passed in 1972 to permit the Minister of Education to establish assessment equalization factors for educational tax purposes. In effect, authority for the determination of assessment equalization factors for education was transferred from the Ministry of Revenue to the Ministry of Education. This action made it possible for the Minister of Education to alter the apportionment of the requisition for education among municipalities in a board's jurisdiction and to change the determination of the rate of general legislative grant to a board. The assessment equalization factors, as determined by the Minister, are arbitrarily set with the objective of preventing fluctuations in local mill rates for education. While they minimize the impact of changes in assessment, they do little or nothing to overcome existing inequities and in some cases even contribute to their perpetuation and extension. The fact is that they are not based on sound assessment data but rather have as their purpose the stabilization of existing tax rates within relatively narrow limits, no matter how inequitable these may be. Obviously, two different sets of equalization factors, each intended to achieve comparability when applied to local assessments, cannot both be right. Means other than the production of a second set of assessment equalization factors should be found to meet the problems created by inadequacies of local assessment and the provincial assessment equalization factors provided by the Ministry of Revenue.

WE RECOMMEND:

(2) THAT THE AUTHORITY VESTED IN THE MINISTRY OF EDUCATION TO ISSUE AND REQUIRE THE USE OF A SET OF ASSESSMENT EQUALIZATION FACTORS, APPLICABLE ONLY TO EDUCATION AND ARBITRARILY DETERMINED, BE RESCINDED BY AMENDMENTS TO THE MINISTRY OF EDUCATION ACT AND THE SECONDARY SCHOOLS AND BOARDS OF EDUCATION ACT ON THE BASIS (A) THAT TWO SETS OF ASSESSMENT EQUALIZATION FACTORS APPLIED TO THE SAME LOCAL ASSESSMENT, EACH INTENDED TO ACHIEVE EQUITY IN THE ALLOCATION AMONG MUNICIPALITIES OF THE COSTS OF

SHARED SERVICES AND IN THE DETERMINATION OF THE RATE OF LEGISLATIVE GRANTS AND, THEREFORE, OF THE AMOUNT OF THE GRANT, CANNOT BOTH BE CORRECT; (B) THAT IT SHOULD NOT BE A FUNCTION OF THE MINISTRY OF EDUCATION TO MANIPULATE ASSESSMENT (I) AS A MEANS OF ARTIFICIALLY MAINTAINING EXISTING MILL RATES AND THEREBY PERPETUATING AN INEQUITABLE ALLOCATION AMONG MUNICIPALITIES OF THE COSTS OF EDUCATION; AND (II) AS A MEANS OF ARTIFICIALLY MAINTAINING THE RATE OF LEGISLATIVE GRANT, AND THEREFORE THE AMOUNT OF GRANT, SO THAT OLD INEQUITIES IN THE DISTRIBUTION OF LEGISLATIVE GRANTS AMONG SCHOOL BOARDS ARE PERPETUATED.

B. Local Taxation for Education

(a) Property Tax and Financing Education

Taxes on real property have been used to support education in Ontario since pioneer times. In the years immediately preceding 1945, the proportion of the total costs of education financed by property tax was about 85 per cent for the elementary and secondary levels taken together. Since then, the percentage, while subject to fluctuations from year to year, has been reduced and stood at slightly over 40 per cent in 1972. The amount of money raised by property taxes is greater than that produced by any other single tax at the provincial or municipal level. In 1972, approximately \$800 million was raised through property taxes to help finance the cost of education. Given the circumstances that now prevail, it is unrealistic and impractical to propose that property tax, as a means of support for education, should be abandoned. In spite of the admittedly regressive nature of the tax and other negative characteristics associated with it, there are some redeeming features. Whether, on balance, other forms of taxation are considered better is almost immaterial. It is our view that, realistically, the provincial government could not impose other taxes to compensate for the revenues for education now derived from property tax. There is still the question of whether it would be desirable, from the standpoint of quality education and the independence of school boards, to surrender property tax completely, even if it were possible to do so.

It is in our view still highly desirable to maintain and encourage the interest of the individual citizen and trustee in education in the local community. The possibility of realizing this objective, and thereby enhancing the prospects for higher quality education through innovation and experimentation, is greater when there is some direct involvement by the public at the local level in the financial support of the schools.

The proportion of the costs of education that ought to be financed by property taxes is more difficult to determine. Substantial dependence on a single form of taxation at the local level and the limitations inherent in the property tax itself produce a highly inflexible source of revenue unable to cope with the adaptations required of the educational enterprise in a modern society. Consequently, the present 40 per cent contribution from local property tax towards educational costs is certainly a maximum proportion that can be provided from this source. Some authorities have proposed, and a few jurisdictions have adopted, a policy of complete abandonment of property tax for the support of education in favour of full state-funding. We believe that somewhere between these two positions there is a reasonable compromise level.

WE RECOMMEND:

(3) THAT TAXES ON REAL PROPERTY BE CONTINUED AS A SOURCE OF REVENUE FOR THE FINANCING OF EDUCATION, BUT THAT PROVISION, AS SET OUT IN SUCCEEDING RECOMMENDATIONS, BE MADE TO DECREASE THE PROPORTION OF THE COSTS PAID FROM THESE REVENUES.

(b) Existing Mill Rates for Types of Assessment

Under the provisions of Section 78 of The Schools Administration Act, different local mill rates are applicable for educational purposes for residential and farm assessment and for commercial assessment. The two rates are designated as "split mill rates". The method of calculation of the two mill rates is set out in the Act. The effect is to give preferential treatment to residential and farm assessment by setting its mill rate at 10 per cent less than the mill rate applicable to commercial and industrial property.

It is our view that it is highly desirable to avoid the "split mill rate" for educational purposes. While there may be merit from the standpoint of the taxing authority in making highly visible the fact that commercial assessment is taxed at a higher rate than residential and farm assessment, few people, except those directly involved in the process, understand the method of calculation of the two rates. It would be simpler to explain that commercial assessment is taxed on the amount of actual commercial assessment and that residential and farm assessment is taxed on 90 per cent of the actual assessment. If this were done, it would be possible to eliminate for educational purposes the split mill rate between classes of assessment. Whether the actual residential and farm assessment should be reduced to 90 per cent to arrive at an amount to which the mill rates for education should be applied is a matter beyond our purview. The percentage of the actual residential and farm assessment or other type of assessment to be used for tax purposes is obviously a political decision.

WE RECOMMEND:

(4) THAT THE PRESENT LEGISLATION, CONTAINED IN SECTION 78, SUBSECTION (1) OF THE SCHOOLS ADMINISTRATION ACT, FOR THE CALCULATION FOR EDUCATION PURPOSES OF THE MILL RATE APPLICABLE TO EACH OF RESIDENTIAL AND FARM ASSESSMENT AND OF COMMERCIAL ASSESSMENT, AND KNOWN AS THE "SPLIT MILL RATES", BE RESCINDED; THAT THE OBJECTIVE OF THE LEGISLATION BE ACHIEVED BY USING 90 PER CENT OF THE RESIDENTIAL AND FARM ASSESSMENT AND THE ACTUAL COMMERCIAL ASSESSMENT AND APPLYING COMMON MILL RATES TO THESE AMOUNTS,

(c) Uniform Mill Rate on Equalized Assessment for Operating Costs

The deficiencies of local assessment and of provincial equalization factors were demonstrated clearly when the county and district school boards were established in January, 1969. When educational services were provided by one board for a greatly increased number of municipalities, equalized assessment became far more significant in the allocation of the educational tax load among the constituent municipalities. In 1969, local mill rates for

education fluctuated over a wide range and caused increases in the amount of taxes for education over those in effect in many municipalities in 1968. The additional general legislative grants provided in 1969 were inadequate to compensate for the new distribution of local taxation for those municipalities where increases were involved. The Department of Education had to introduce additional subsidy measures to alleviate to some extent the impact of increased taxes. Other municipalities were the beneficiaries of lower mill rates and reduced taxes as a result of the redistribution of the school board levy.

Under existing procedures, the introduction of market value assessment in 1977 will result in similar, or even greater adjustments as a result of redistribution of the educational tax load among types of property within the same municipality, reallocation of the proportion of school board levies borne by municipalities, and readjustment in the rate of grant for school boards on approved expenditures.

The problems associated with the implementation of reassessment will not be resolved and the inequities that exist in the distribution of taxation on property will not be removed by the creation of new artificial assessment equalization factors that largely nullify the effect of market value assessment. A plan to be implemented over a period of several years is required to avoid exaggerated fluctuations in any one year in the amount of property taxes paid by each taxpayer, to permit progress towards equity in the distribution of the tax load among property owners, and to ultimately achieve a degree of stability in local taxation for education.

There are many reasons why greater stability in local taxation for education is necessary. In the administrative area, a real source of difficulty is the procedure whereby the province determines the amount of the grants it will provide to a board while the board and its constituent municipalities must raise by property tax the difference between the amount of the grant and the total budgeted expenditure. In spite of exhortations to school boards by the Ministry of Education to plan their programs well in advance, the Ministry does not issue its Regulation governing general legislative grants until well into the board's fiscal calendar year. For example, while information about ceilings and weighting factors was provided in the

latter part of 1973, for application in 1974, the Regulation, which has significant implications for budgeting by school boards, was not released until April 4, 1974, three months into the board's fiscal year. When the Regulation was finally received, it made necessary a revision of the boards' budgets in the light of the grants to be made available and the expenditures to be permitted. Whatever revisions are required, it is unlikely that rational decisions will be made in the haste necessary to permit the requisition to go to the municipal councils at the earliest possible date. The procedure makes short-term planning most difficult and long-term planning almost impossible.

The date set in legislation for submission of a board's estimates to the council of each municipality is March 1. The fact that even this late date cannot be met because of delay in provision of information in the Regulation governing general legislative grants makes it most difficult for municipal councils to plan their programs. Consequently, municipal councils cannot plan their programs adequately. If the mill rate for education is known well in advance, municipal councils can plan their own programs with full knowledge of the total tax load to be borne by their taxpayers. In addition, the functions performed by the municipal council in the distribution of tax notices and in the collection of taxes for school boards and for its own purposes are made more difficult by the unavailability of the essential information early in the calendar year.

The demands on the property tax as almost the sole source of revenue for municipalities are already so great that there is little room for flexibility to meet increasing costs of existing municipal services and the rising expectations for new programs. The regressive nature of the property tax imposes an increasing burden on those least able to meet increasing costs of education. Over a period of years, the province has introduced a number of programs, including tax rebates and income tax credits, designed to alleviate the impact of increasing municipal taxation. But still the problem remains. It is our view that, if equality of educational opportunity is to be achieved, in so far as the amount of financial resources make this is a possibility, the basic expenditure per pupil for operating costs should not be determined by its effect on local mill rates. For these and other reasons that we have elaborated on in the body of the Report, we have concluded

that drastic modifications in the present arrangements for the financing of education should be adopted.

The new initiatives that we propose are designed to achieve greater equity in distribution of the tax load on real property, in so far as the nature of this tax permits. It is our view that the component of the property tax devoted to ordinary operating expenditures common to all boards ought to be borne at the same tax rate on equalized assessment regardless of the geographic location of the property in the province. This principle has been applied to the "isolate" boards in Northern Ontario for several years. If there is to be equality of educational opportunity, it seems reasonable to assume that there ought to be equity in allocation of the resources necessary to achieve it. Assessment at market value will do much to equalize the relative contribution for education from community to community. As another substantial dimension in the direction of achieving greater equity, we believe that a uniform mill rate based on equalized assessment should be determined by the province for 1976. Provision should then be made for a program that would attain the designated mill rate on a gradual basis over the next few years.

WE RECOMMEND:

(5) THAT THE PROVINCE, THROUGH THE MINISTRY OF EDUCATION, ESTABLISH, IN CONSULTATION WITH SCHOOL BOARDS, A UNIFORM MILL RATE FOR ALL MUNICIPALITIES BASED ON EQUALIZED ASSESSMENT FOR EACH OF THE ELEMENTARY AND SECONDARY SCHOOL LEVELS FOR THE SUPPORT OF EDUCATION WITHIN UNIFORM EXPENDITURE LIMITS; AND THAT THE UNIFORM MILL RATES ON EQUALIZED ASSESSMENT FOR THE TWO LEVELS BE DETERMINED FOR 1976, AS TARGETS TOWARDS WHICH PROGRESS WOULD BE MADE IN SUBSEQUENT YEARS.

(d) Progress Towards Uniform Mill Rate

Because of the disparity in equalized mill rates already existing among municipalities, it will not be possible for all of them to move immediately to the uniform mill rate on equalized assessment to be established for 1976.

Provision will have to be made for progress towards the uniform mill rate over a period of years. Municipalities in which existing equalized mill rates for ordinary operating costs will already be at the newly-established uniform mill rate, will not require adjustment and will maintain the same level until all other municipalities reach the uniform mill rate. Where existing equalized mill rates are considerably above or below the new uniform mill rate for this purpose, an annual adjustment will have to be made until the established uniform level is reached. For municipalities with the greatest variance in 1976, the number of years required to reach the uniform level will be greatest, perhaps as long as five or more years. Undoubtedly, some upward adjustment in the amount of general legislative grants would facilitate attainment of the uniform level.

WE RECOMMEND:

(6) THAT, WITH THE ESTABLISHMENT FOR 1976 OF A UNIFORM MILL RATE ON EQUALIZED ASSESSMENT FOR ALL MUNICIPALITIES FOR THE SUPPORT OF OPERATING COSTS OF EDUCATION WITHIN UNIFORM EXPENDITURE LIMITS, PROVISION BE MADE FOR ANNUAL ADJUSTMENT FROM THE EXISTING EQUALIZED MILL RATE LEVELS UNTIL, BY A TARGET DATE OF 1980, THE ESTABLISHED UNIFORM MILL RATE ON EQUALIZED ASSESSMENT FOR THIS PURPOSE IS ATTAINED BY ALL BOARDS,

(e) Discretionary Mill Rate on Equalized Assessment

In Ontario, there has been a tradition that a school board could determine the amount of the expenditures for education that it would approve annually. In the determination of this amount, consideration was given to the amount of the legislative grants that the board could expect to receive. The expenditure to be made in excess of the amount of the grants usually depended on the impact it would have on local mill rates.

In historical perspective, this system seems to have worked remarkably well. Trustees were responsible for the amount of taxes to be raised locally and could be held accountable for their decisions at the ensuing election.

But by the end of the 1960s and the first two years of the 1970s, there was mounting opposition to the continuing increase in the costs of education. Some of the problems that resulted in this criticism had their origin in the inadequacies of the assessment system rather than in actual expenditure increases. In any case, the then Department of Education responded by imposing ceilings on school board expenditures in 1971. As a result of that decision, school boards lost the freedom and authority to decide the amount of the expenditures for operating costs and thereby the right to determine the amount of the local contribution to the costs of education. The decisions of the Ministry and the limitations it imposed on school boards have been the source of considerable controversy.

While it is our view that some limitation on expenditures by school boards is desirable, we also believe that boards should be permitted a degree of flexibility to raise taxes and to make expenditures beyond the levels necessary to fund the essential program supported through the uniform mill rate on equalized assessment and the general legislative grants. Examples of items that might be financed with these supplementary funds are (a) any portion of transportation costs not approved for grant at the 100 per cent level, (b) the cost of innovative and experimental programs beyond those possible within the basic uniform expenditure limit, (c) additional expenditures for purposes normally covered by the uniform expenditure level.

To permit supplementary expenditures at the option of the school board may appear to be somewhat of a contradiction of the principle of equality of funding which is the basis of the uniform mill rate on equalized assessment for the essential program. However, we propose that the additional expenditures permitted at the option of a board be financed wholly from local taxation and that no legislative grant be paid on them. Consequently, taxpayers in other parts of the province will not be contributing to special benefits that will be realized in a jurisdiction where the board decided to make supplementary expenditures. The trustees would be accountable to their local taxpayers for their decision to impose additional taxation to fund these expenditures. It is our contention that school boards and their communities ought to be permitted some flexibility to provide additional programs as long as they pay for them themselves. For the central authority to deny this freedom would be arbitrary and indefensible.

We believe, however, that the authority of school boards to impose additional taxes and to make supplementary expenditures should not be unlimited. Maximum limits applicable to all boards should be established to avoid the possibility of excessive taxation for this purpose and the amount of the additional expenditures should be limited to the revenues raised through the discretionary mill rate. Our studies suggest that, on the basis of present assessment values, a discretionary mill rate should be permitted up to one mill on equalized assessment for an elementary school board and up to one-half mill on equalized assessment for a secondary school board. The difference of one-half mill between the two levels is explained by the fact that the assessment for secondary school purposes is the sum of the assessment for Public School boards and Separate School boards and that the number of pupils is fewer at the secondary level. It is recognized, of course, that the amount of revenue derived from the same equalized mill rate will vary from board to board because of differences in the amount of equalized assessment available to the boards. The number of pupils enrolled by each board will also influence the supplementary amount per pupil that may be expended. Some boards will not wish to impose additional taxation up to the limits permitted, while others will feel that they require the maximum amount. When it is considered that the expenditures permitted by revenues from the discretionary mill rate are to provide programs, goods and services beyond those required for the essential programs, that they are not subject to grant, that they are within controlled limits, and that the decision to make them rests with each board, we believe that they can be justified. We are fully aware of the possible interpretation that some inequality is involved. We have given due consideration to this point, but we believe that the need for a degree of flexibility is an overriding consideration.

WE RECOMMEND:

(7) THAT SCHOOL BOARDS BE PERMITTED TO IMPOSE A DISCRETIONARY MILL RATE SUPPLEMENTARY TO THE UNIFORM MILL RATE REQUIRED TO FINANCE THE UNIFORM EXPENDITURE LEVEL; THAT THE DISCRETIONARY MILL RATE BE PERMITTED TO A MAXIMUM OF ONE MILL ON EQUALIZED ASSESSMENT FOR AN ELEMENTARY SCHOOL BOARD AND TO A MAXIMUM OF ONE-HALF MILL ON EQUALIZED ASSESSMENT FOR A SECONDARY SCHOOL

BOARD; THAT REVENUES FROM THIS TAXATION BE USED FOR EXPENDITURES IN EXCESS OF THE UNIFORM EXPENDITURE LEVELS; AND THAT LEGISLATIVE GRANTS NOT BE PAID ON EXPENDITURES FINANCED FROM REVENUES DERIVED FROM THE DISCRETIONARY MILL RATE.

(f) Reserve for Working Funds

The School Acts permit boards to make provision for a reserve for working funds. These funds are used to pay accounts when revenues from legislative grants and payments on property tax have not yet been received or when they are inadequate to finance a board's operating costs at a particular time during the board's fiscal calendar year. The reserve for working funds enables a board to meet its commitments on time without the necessity of borrowing from the banks or, at least, reduces the amount of bank borrowings by the board. The savings by avoidance of interest charges are often substantial. However, these savings are realized at the expense of the taxpayer from whom the reserve funds are raised through taxation.

Under existing legislation a board may each year raise a sum not in excess of five per cent of the expenditures of the board for the preceding year. Where the sum accumulated in the reserve is equal to, or more than, 20 per cent of such expenditures, no further amount may be provided.

It is our view that the provision for some working funds is a good business practice. But the present maximum limits are extremely excessive. They make it possible for school boards to impose property taxes for working funds beyond their needs at a time when many taxpayers are hard pressed to meet legitimate tax obligations. We have concluded, therefore, that the limits ought to be drastically reduced.

It is our view that the maximum sum a board should be permitted to accumulate as a reserve for working funds should not exceed five per cent of the board's budget in any year. Given the high grant rates that now prevail, the provision for payment by the province early in the year of instalments on legislative grants, and our recommendations for financing at the local

level, five per cent will be adequate to meet any but the most unusual circumstances. We also believe that any amount to be raised in any year for working funds should be part of the amount to be realized from the discretionary mill rate.

Where a board has already accumulated a reserve for working funds that is in excess of five per cent of its current budget, the excess should be applied to reduce any discretionary mill rate that might be contemplated. In any year, expenditures that would normally be financed by revenues from the discretionary mill rate should not be allowed to exceed the amount provided by a combination of any excess amount from the reserve for working funds and revenues from a reduced discretionary mill rate.

WE RECOMMEND:

(8) (A) THAT THE EXISTING PROVISIONS IN THE SCHOOL ACTS FOR THE ESTABLISHMENT BY SCHOOL BOARDS OF A RESERVE FOR WORKING FUNDS BE AMENDED;

(B) THAT, IN FUTURE, ANY PROVISION FOR A RESERVE FOR WORKING FUNDS BE MADE WITHIN THE LIMITS OF THE AMOUNTS PERMITTED BY THE DISCRETIONARY MILL RATE;

(C) THAT THE ACCUMULATED AMOUNT FOR ANY RESERVE FOR WORKING FUNDS NOT EXCEED FIVE PER CENT OF THE BOARD'S BUDGET IN ANY YEAR;

(D) THAT WHERE A BOARD ALREADY HAS IN A RESERVE FOR WORKING FUNDS AN AMOUNT IN EXCESS OF FIVE PER CENT OF ITS BUDGET, THE EXCESS BE APPLIED TO REDUCTION OF THE DISCRETIONARY MILL RATE IN SUBSEQUENT YEARS UNTIL THE AMOUNT IN THE RESERVE FOR WORKING FUNDS IS WITHIN THE LIMIT OF FIVE PER CENT OF THE BOARD'S BUDGET; AND

(E) THAT, WHEN AN EXCESS AMOUNT IN THE RESERVE FOR WORKING FUNDS IS APPLIED IN LIEU OF THE IMPOSITION OF A DISCRETIONARY MILL RATE IN ANY YEAR, THE AMOUNT OF THE SUPPLEMENTARY

EXPENDITURES NOT BE PERMITTED TO EXCEED THE AMOUNT OF THE REVENUES THAT WOULD HAVE BEEN RECEIVED IF THE MAXIMUM DISCRETIONARY MILL RATE HAD BEEN IMPOSED FOR THAT YEAR.

(g) Provision for Permanent Improvements from Current Revenues

A school board may make expenditures from current funds in any year for permanent improvements as defined in The Schools Administration Act.³ Authority to make expenditures for these purposes is found in each of The Public Schools Act,⁴ The Secondary Schools and Boards of Education Act,⁵ and The Separate Schools Act.⁶ The total maximum permissible expenditure for items including school sites, instructional buildings, non-instructional facilities, and initial payments or contributions for past service pensions to a pension plan, together with any sum allocated to a reserve fund, is at present limited to the calculation based on one mill on the total of the equalized assessments supporting a board. The Metropolitan Toronto School Board is an exception to this provision because it is permitted higher limits.⁷

In our Second Interim Report, which dealt with school building programs, we recommended that the maximum expenditure by a board for permanent improvements be reduced to one-half mill on equalized assessment. In the same Report, we recommended that legislative grants be paid at the rate of 100 per cent on expenditures by a board for approved instructional

³The Schools Administration Act, Section 1, subsection (2), paragraph 18.

⁴The Public Schools Act, Section 51, subsection (1), clause (b), paragraph (iv), as amended by The Public Schools Amendment Act, 1972, Section 14.

⁵The Secondary Schools and Boards of Education Act, Section 31, subsection (1), clause (d), paragraphs (i) and (ii), as amended by The Secondary Schools and Boards of Education Amendment Act, 1972, Section 7.

⁶The Separate Schools Act, Section 65, clause (d), as amended by The Separate Schools Amendment Act, 1972, Section 21.

⁷School Building Programs, Interim Report Number Two, Committee on the Costs of Education, Queen's Printer and Publisher, Toronto, 1972, pp. 111-112.

buildings.⁸ Since the provision of a water supply is normally included in the costs of an instructional building, we propose that expenditures from current revenue for permanent improvements for instructional buildings, and where necessary, for water supply that are within the limit of one-half mill on equalized assessment and that are approved by the Ministry of Education, receive grant at the rate of 100 per cent.

In another earlier Report,⁹ we recommended that legislative grants be paid at the rate of 100 per cent on expenditures by a board for approved regular transportation costs. Since the acquisition of a bus, or other pupil transportation vehicle, is normally part of the cost of transportation, we propose that approved expenditures from current revenue for this purpose be included in the provision of 100 per cent grant.

The Ministry of Education would require prior approval of the amount of the expenditure for a permanent improvement for each instructional building project within the limit of one-half mill on equalized assessment and for each contract for the purchase of a pupil transportation vehicle. In this way, the Ministry would be able to ensure that the proposed expenditures were reasonable and acceptable.

For other permanent improvements that may be financed from current revenues, including the acquisition of furniture, furnishings, library books, instructional equipment and apparatus, and equipment required for maintenance of the property, we would permit a number of alternatives. It may be that boards would have some funds within the uniform expenditure limits that would not be required for ordinary operating purposes and which could be applied to the purchase of these items. This possibility would encourage boards to exercise economy within the uniform expenditure limits. Any further necessary expenditure for these purposes would have to be financed within a limit of one-half mill on equalized assessment for permanent improvements. The funds for permanent improvements would be financed by an

⁸ Ibid, pp. 20-21.

⁹ Pupil Transportation, Interim Report Number Three, Committee on the Costs of Education, Queen's Printer and Publisher, Toronto, 1973, p. 12.

addition to the discretionary mill rate recommended earlier and would not exceed one-half mill on equalized assessment for each board. Expenditures for the purposes set out at the beginning of this paragraph and made within the limit of one-half mill would not be eligible for grant.

WE RECOMMEND:

(9) THAT THE TOTAL SUM TO BE PROVIDED BY A SCHOOL BOARD FROM CURRENT REVENUE FOR PERMANENT IMPROVEMENTS, AS DEFINED IN PARAGRAPH 18 OF SUBSECTION (2) OF SECTION 1 OF THE SCHOOLS ADMINISTRATION ACT, TOGETHER WITH ANY RESERVE TO BE PROVIDED FOR THIS PURPOSE, BE LIMITED TO THE REVENUES FROM A MAXIMUM OF ONE-HALF MILL ON EQUALIZED ASSESSMENT OF THE BOARD; THAT, WHERE SUCH PROVISION IS MADE, IT BE SUPPLEMENTARY TO THE BASIC DISCRETIONARY MILL RATE OF THE BOARD; AND THAT IT BE INCLUDED IN THE TOTAL DISCRETIONARY MILL RATE.

(h) Debenture Debt Mill Rate

The indebtedness of school boards for debentures issued prior to 1971 stands at \$1,083,167,000 in 1974, with the payment of principal and interest in 1974 amounting to \$167,104,000. To these amounts must be added the indebtedness incurred, and the annual payment thereon, in each of the years 1971 to 1973 inclusive. A high percentage of the indebtedness is eligible for grant and the Ministry pays a high rate of grant on the annual payments of principal and interest. School boards, however, must provide the balance through local taxation. Over the years, the Ministry of Education has increased the rate of grant on expenditures approved for grant purposes. Consequently, school boards are raising through local taxation a lesser proportion of the cost of a capital project than they understood would be the case when the project was undertaken.

For reasons, as set out in detail in our Interim Report Number Two,¹⁰ we believe that in future the Ministry of Education should make 100 per cent

¹⁰School Building Programs, op. cit., p. 20.

of the cost of approved school accommodation projects eligible for grant and that no expenditure in excess of the approved cost should be permitted. Therefore, in the future, there would be no increase in local taxes for payment of principal and interest on any new debentures for instructional accommodation.

Because of the magnitude of the indebtedness for school construction, of the fact that a large proportion of the annual payment of principal and interest on this amount is already eligible for legislative grant, of the provision for high rates of grant on these payments, and of the understanding by boards that they would be responsible for part of the cost of each capital project when it was approved, we believe that school boards should continue to pay part of the cost towards the retirement of debentures issued in the past. The amount to be provided by school boards for past debentures will be a diminishing sum until ultimately it reaches zero. The only exceptions would be for projects such as school administration buildings or other construction not eligible for grant.

Until all old debentures have been retired, however, there will have to be continuing provision through local taxation for payment of the portion of the annual charge of principal and interest on outstanding debentures not provided by grants. We believe that there should be a separate mill rate designated specifically for this purpose and that taxpayers should be fully aware of the amount of their tax that is allocated to payments for capital purposes. If this is done, the amount of taxes applied to the operating costs of school boards will also be clearer and comparisons among boards will be made easier.

WE RECOMMEND;

(10) THAT ANNUAL PAYMENTS OF PRINCIPAL AND INTEREST ON OUTSTANDING DEBENTURES FOR SCHOOL BUILDING PROGRAMS CONTINUE TO BE FINANCED IN PART BY TAXATION ON REAL PROPERTY AND THAT THE PORTION OF THE PAYMENT TO BE PROVIDED IN THIS MANNER BE RAISED BY THE BOARD BY A MILL RATE DESIGNATED SPECIFICALLY FOR THIS PURPOSE AND SHOWN SEPARATELY ON THE ANNUAL TAX NOTICE.

(i) Identification of Three Mill Rates for Education

Our recommendations for local taxation for education will result in three mill rates, each clearly identifiable for a particular purpose. The first will be a uniform mill rate on equalized assessment for all elementary school boards and a uniform mill rate on equalized assessment for all secondary school boards with a resulting total uniform mill rate for all taxpayers in all municipalities throughout the province. The revenues from this source will be applied to finance, in part, current operations of boards within the uniform expenditure levels established by the Ministry of Education.

The second will be an optional supplementary mill rate, to be designated the discretionary mill rate, that will be levied by decision of the school board, up to a maximum of one mill on the equalized assessment of an elementary school board and up to one-half mill on the equalized assessment of a secondary school board. The revenues from this rate will be used to finance expenditures in excess of the uniform expenditure levels. Expenditures financed from these funds will not be eligible for grant. In addition, a board will have authority to increase the discretionary mill rate by another one-half mill on equalized assessment. The revenues from this source will be used to finance from current funds permanent improvements as defined in The Schools Administration Act.

The third will be a debenture debt mill rate which will, in effect, be predetermined by the amount of debentures issued in the past. The revenues from this rate will be applied to finance the portion of the payment of principal and interest on outstanding debentures not provided by legislative grants. The mill rate will decline as debentures are retired over a maximum period of twenty years.

Because it is important that the public be fully aware of the purposes for which their taxes are being used, tax notices should show clearly the categories of expenditure and the applicable mill rates for each.

WE RECOMMEND:

(11) THAT TAX NOTICES ISSUED BY THE MUNICIPALITY ON BEHALF OF SCHOOL BOARDS SHOW SEPARATELY THE THREE MILL RATES FOR EDUCATION AS FOLLOWS:

(A) A UNIFORM MILL RATE ON EQUALIZED ASSESSMENT FOR EACH OF ELEMENTARY AND SECONDARY SCHOOL BOARDS, THE REVENUES TO BE APPLIED TO FINANCE IN PART THE UNIFORM EXPENDITURE LEVEL FOR OPERATING PURPOSES;

(B) (I) A DISCRETIONARY MILL RATE ON EQUALIZED ASSESSMENT UP TO A MAXIMUM OF ONE MILL FOR AN ELEMENTARY SCHOOL BOARD AND OF ONE-HALF MILL FOR A SECONDARY SCHOOL BOARD, THE RATE WITHIN THESE LIMITS TO BE DETERMINED BY EACH SCHOOL BOARD AND THE REVENUES TO BE APPLIED FOR OPERATING PURPOSES AS THE BOARD MAY DECIDE;

(II) A DISCRETIONARY MILL RATE ON EQUALIZED ASSESSMENT UP TO ONE-HALF MILL ON EQUALIZED ASSESSMENT, THE REVENUES TO BE APPLIED TO THE FINANCING OF PERMANENT IMPROVEMENTS AS DEFINED IN THE SCHOOLS ADMINISTRATION ACT; SO THAT THE TOTAL MAXIMUM DISCRETIONARY MILL RATE FOR BOTH (I) AND (II) WILL BE ONE AND ONE-HALF MILLS ON EQUALIZED ASSESSMENT AT THE ELEMENTARY LEVEL AND ONE MILL ON EQUALIZED ASSESSMENT AT THE SECONDARY LEVEL; AND

(C) A DEBENTURE DEBT MILL RATE ON EQUALIZED ASSESSMENT TO BE DETERMINED BY THE PROPORTION OF THE ANNUAL PAYMENT OF PRINCIPAL AND INTEREST TO BE BORNE BY PROPERTY TAXES, THE REVENUES TO BE APPLIED TO THE RETIREMENT OF DEBENTURES ISSUED IN THE PAST.

WE FURTHER RECOMMEND THAT A DEFINITION OF THE PURPOSE OF EACH MILL RATE BE PROVIDED WITH THE TAX NOTICE.

(j) Proportion of Cost of Education to be provided by Property Tax

At the present time, approximately 40 per cent of the total costs of education are paid by revenues from local property tax. For 1972, the contribution from this source was approximately \$800,000,000. While we have already recommended the continuance of property taxation for the support of education, we have also made other recommendations that will decrease the proportion of the costs provided by local taxation. In two of our earlier Interim Reports,^{12,13} we proposed that the Ministry of Education pay grant at the rate of 100 per cent on both approved expenditures for transportation and for the annual payment on principal and interest for debentures issued in the future to provide school accommodation.

An important consideration in any reduction in the proportion of the costs of education financed by local taxation is the effect on the autonomy of school boards. It is our view that any action that would erode the authority and responsibility of existing boards should be resisted. It is difficult to determine the level of local support below which loss of autonomy occurs. But it is our view that, for reasons outlined elsewhere in this Report, the proportion of the current operating costs of school boards borne by local taxation should be gradually reduced to 33 1/3 per cent. Since this level of support will still ensure a degree of interest in educational decisions affecting the local community, we believe local autonomy will not be adversely affected.

Attainment of the objective of 33 1/3 per cent will take several years. It should be achieved in conjunction with progress towards the established uniform mill rate for the support of the uniform expenditure levels. Under the uniform mill rate proposal, the Ministry of Education will pay in grants the difference between the revenues from the uniform mill rate and the uniform expenditure levels. Consequently, the Ministry's contribution will increase but the amount of the increase will be tempered by additional assessment resulting from new construction and by declining enrolments.

¹² Ibid.

¹³ Pupil Transportation.

WE RECOMMEND:

(12) THAT THE PROPORTION OF THE TOTAL CURRENT OPERATING EXPENDITURES OF ALL SCHOOL BOARDS BORNE BY LOCAL PROPERTY TAX BE DECREASED TO $33 \frac{1}{3}$ PER CENT; THAT PROGRESS TOWARDS THE LEVEL OF $33 \frac{1}{3}$ PER CENT BE MADE BY A PHASED REDUCTION OVER A PERIOD OF YEARS UNTIL THE GOAL IS REACHED BY THE TARGET DATE OF 1980; AND THAT THIS PROGRAM BE INTEGRATED WITH THE MOVEMENT TOWARDS THE ESTABLISHED UNIFORM MILL RATE, THE REVENUES FROM WHICH ARE TO BE APPLIED TO THE PAYMENT OF OPERATING COSTS WITHIN THE UNIFORM EXPENDITURE LIMITS.

C. General Legislative Grants

The earliest schools in Ontario were financed almost completely by parents, largely through produce and services, with little money involved. Then, as education gained in importance, government began to make contributions to assist in meeting the costs. With the creation of school boards and the development of a formal structure for the administration of education, there was a gradual increase in the amount of financial support provided from the central authority. This process has continued until today. The province, through the Ministry of Education, provides in general legislative grants an amount equivalent to approximately 60 per cent of the total expenditures of school boards for elementary and secondary education.

Regulation - General Legislative Grants

The legal basis for determination of the amount of financial assistance provided to a school board by the government is contained in the Regulation¹⁴ governing general legislative grants.

The government determines unilaterally the amount of money it will allocate

¹⁴ Regulation - General Legislative Grants 1974, Public, Separate and Secondary School Boards, Ontario Regulation 200/74, made under The Ministry of Education Act and issued by authority of the Minister of Education.

to general legislative grants. At the present time, it has stated that its commitment is to pay to school boards a sum equivalent to 60 per cent of the total expenditures of all boards. Each board is required to provide through local taxation the difference between the total budget and the legislative grants. Therefore, the first step in the procedure for the financing of education at the board level is the information contained in the grant Regulation.

The Regulation influences to a considerable degree the size of the board's budget and the amount and rate of taxation for education in each municipality in the board's jurisdiction. Before 1971, the maximum expenditure level for each board for ordinary operating purposes was open-ended so that the board could determine its gross expenditure level for its fiscal year. The establishment of basic ceilings in 1971, and the introduction of grant and expenditure weighting factors, controlled assessment equalization factors, and subsidies, have resulted in a more precise definition of the financial parameters within which boards must operate. Other provisions of the Regulations that influence mill rates mean that the principle of involvement of the Ministry in the establishment of local tax rates for education is already in effect.

The procedure whereby the government decides on the amount of its general legislative grants as a first step in the financing of education at the local level creates real difficulties for school boards and the municipalities. When expenditures on education increase, the province can decide the additional amount that it will provide from its tax sources. The school boards and the municipalities are left to absorb the residual amount of any increase out of a single, largely-inflexible source - the property tax. The fact that for many persons the level of taxation on their homes has already reached the point where real hardship is created adds to the inflexibility of the property tax as a source of revenue. While the financial demands on the provincial government are of considerable magnitude, it has a greater variety of tax sources available to it than school boards and municipalities. At the same time, the province's sources are more buoyant and less regressive than the property tax.

Date of Release of Grant Regulation

School boards have to know the amount of the revenues that they can expect to receive in grants before they can confirm their budgets, determine the amount to be raised by local taxation, decide on the apportionment of the cost to be paid by each municipality, and issue their requisitions. For 1974, the Regulation was not released until April 4, 1974, more than one-quarter of the way through the fiscal year for school boards. Some boards were not able to complete their budgets until well into the month of May. The late release of the Regulation works against the development of adequate long-term planning and makes short-term planning by boards almost impossible. The delay causes confusion, waste, and administrative difficulties for both school boards and municipal councils. These problems have existed for many years and seem incapable of resolution under present procedure.

Complexity of Grant Regulation

The grant Regulation has become so complex that it is almost incomprehensible to all except those officials whose responsibility it is to deal with it. The language used and the method of presentation almost ensure this result. Part of the difficulty arises from the attempt to make provision for the wide range of circumstances and to allow for the great number of variables that apply to school boards across the province. In any case, it is our view that school trustees, taxpayers, and the general public should be able to understand the main principles on which the Regulation is based and the effect of those principles on their taxes and on the education provided. To achieve this objective will require a substantial change in the Regulation towards elimination of considerable detail, avoidance of unnecessary financial jargon, and a simplification of style and structure. Other examples of the complexities of the grant Regulation and their effects are analyzed in greater detail in Chapter 5.

(a) Need for Revision of Grant Regulations

It is our view that, for a variety of reasons, the Regulation governing general legislative grants is in need of drastic revision of many of its provisions. For too long it has attempted to meet new conditions and new

circumstances by adjustments and adaptations of the "band-aid" type.

The establishment of the county and district school boards in 1969 gave promise of substantial progress towards equality of educational opportunity for all children in Ontario. While considerable progress has been made in some areas, such as the provision of senior kindergartens for rural children, the Regulation governing general legislative grants has prevented realization of the potential inherent in the new administrative units. For example, the amount of money per pupil that could be spent has varied greatly from board to board. In 1972, the extremes at the elementary level were \$497.82 and \$806.37, or a difference of \$308.55, or 62 per cent. While the amounts of money spent per pupil may not be an exact criterion of the quality and variety of the educational programs offered in any two jurisdictions, when the difference is as great as \$308.55 per pupil there can be no doubt that equality of opportunity is impossible.

When the amount of one board's expenditure eligible for grant is \$497.82 and that of another board is \$674.54, or a difference of \$176.72, or 35 per cent, in favour of the higher-spending board, the inequity is compounded. Since all taxpayers in the province contribute to the payment of general legislative grants, those parents, whose children attend school under the jurisdiction of a board limited to an expenditure of \$497.82, actually contribute their taxes to make the disparity of \$176.72 per pupil possible. The revision for 1974, whereby all elementary school boards may spend to at least \$704 per pupil, will remove the legal restriction that prevented a board from spending more than a maximum of \$60 over its previous year's expenditure, a provision that existed for the three preceding years. In practice, however, there will still be a considerable difference in the amount of money per pupil that will be available to school boards and the amount that will be eligible for grant. Similar comments apply to the secondary level.

It is our view that, in order to move towards equality of educational opportunity and equity in distribution of the tax load for education, there should be a basic uniform expenditure level per pupil for operating costs for each of the elementary and secondary school levels, regardless of the pupil's place of residence in the province. In so far as financial

resources permit, the provision will ensure real progress towards equality of educational opportunity for all children. Together with our earlier recommendation for provision of a uniform mill rate on equalized assessment, the basic uniform expenditure level per pupil will result in as equitable a distribution of the tax load as the sources of revenue permit. The justification for the establishment of a basic uniform expenditure level per pupil for each of the elementary and secondary levels and the recommendation concerning them are provided in subsequent sections of this Report.

The basic uniform expenditure level per pupil for operating costs would be financed in part by the revenues from the uniform mill rate on equalized assessment. The balance would be paid by general legislative grants. The important change in this proposal is that the province would provide the residual amount between the revenues from local taxes and the total cost. This arrangement would give a degree of stability to the local tax rate for current operating purposes.

WE RECOMMEND;

(13) THAT THE MINISTRY OF EDUCATION PAY TO EACH SCHOOL BOARD IN GENERAL LEGISLATIVE GRANTS THE DIFFERENCE BETWEEN THE REVENUES DERIVED FROM THE UNIFORM MILL RATE ON EQUALIZED ASSESSMENT AT THE LOCAL LEVEL AND THE TOTAL EXPENDITURE CALCULATED BY MULTIPLYING THE BASIC UNIFORM EXPENDITURE LEVEL PER PUPIL AT EACH OF THE ELEMENTARY AND SECONDARY LEVELS BY THE ENROLMENT.

(b) Allowances for Declining Enrolment

In the Regulation for general legislative grants for 1974, the "adjusted average daily enrolment" for 1974 is based on average daily enrolment of resident-internal pupils for 1974 increased by 50 per cent for those who are trainable retarded children together with 60 per cent of the excess of the average daily enrolment for 1973 over the average daily enrolment for 1974. The resulting calculation is used in the determination of the board's recognized ordinary expenditure for 1974 and the limitation on

ordinary expenditure for 1974.

For boards with a smaller enrolment in 1974 than in 1973, the effect of the calculation is to permit a greater amount to be eligible for grant and to permit a greater expenditure than use of the actual average daily enrolment for 1974 would have allowed.

A second provision deals with "enrolment for grant purposes for 1974". In this case, enrolment on the last school day in September, 1973, is used in the calculation of the assessment per weighted pupil for 1974, the "assessment index" for the board, and the percentage rate of grant. For a board where the enrolment in 1974 is fewer than in 1973, the board receives a higher rate of grant on its recognized ordinary expenditure and higher rates of grant on its recognized extraordinary expenditure than the use of enrolment in 1974 would have permitted.

The use of enrolment data from 1973 ensures that additional funds are provided in 1974 for students actually enrolled in the latter year and that higher rates of grant are paid on expenditure eligible for grant. In the latter case, pupils who leave school between October 1, 1973, and December 31, 1974, continue to be counted in the calculation affecting grants for the complete fiscal year 1974. In a period of declining enrolments, it is not possible to reduce expenditures immediately by the full amount of the average cost per pupil for each pupil of reduced enrolment. Consequently, some adjustment to cushion the impact of the reduction is justifiable. The use of data from 1973 is intended to ensure that grants are paid on expenditures that a board is required to make in 1974 even though some pupils on whose behalf they were originally committed are no longer in attendance.

The dual allowance described above, however, is overly generous in terms of any obligation a board may have because of dropping enrolments. At the same time, the use of enrolment figures in September, 1973, imposes an inequity on boards whose enrolments are still increasing. There are still a number of boards in the latter category.

Earlier in this Report we have recommended that the amount of the legisla-

tive grant to a board for operating purposes be the difference between the revenues derived from the uniform mill rate on equalized assessment and the total expenditure determined by the basic uniform expenditure level per pupil multiplied by the enrolment. As a result, there will no longer be any need for calculation of a percentage grant to a board so that many of the existing complexities in the grant Regulation will disappear.

Among the calculations no longer required will be the "enrolment for grant purposes", "assessment per weighted pupil", and the "assessment index".

There will, however, continue to be a need for an enrolment figure by which to multiply the basic uniform expenditure per pupil for each board to determine the total expenditure permitted under this provision. Instead of the "adjusted average daily enrolment", it is our view that a simpler calculation should be used. Since the schools will be organized in September for the school year, and since the organization will persist to the end of June, we believe that the enrolment on the last school day of September of the previous year should be used as the enrolment for the period January 1 to June 30 of the board's fiscal year and that the enrolment on the last school day in September of the current fiscal year should be used for the period September 1 to December 31 of the board's fiscal year. The total enrolment for the board's fiscal calendar year would then be made up of six-tenths of the enrolment on the last school day of the previous September and four-tenths of the enrolment on the last school day of the current September.

WE RECOMMEND:

(14) THAT, FOR PURPOSES OF DETERMINING THE TOTAL EXPENDITURE BY A BOARD UNDER THE BASIC UNIFORM EXPENDITURE LEVEL PER PUPIL, THE ENROLMENT BE CALCULATED BY ADDING SIX-TENTHS OF THE ENROLMENT ON THE LAST SCHOOL DAY OF SEPTEMBER OF THE PREVIOUS YEAR TO FOUR-TENTHS OF THE ENROLMENT ON THE LAST SCHOOL DAY IN SEPTEMBER IN THE BOARD'S FISCAL YEAR.

(c) Classification of Expenditures

Under the Regulation¹⁵ for general legislative grants in 1974, "ordinary expenditure" is defined as the total revenue fund expenditure of a board less the sum of expenditures for thirteen designated purposes, and less the revenue fund revenue from sources other than from the twelve listed. "Extraordinary expenditure" in 1974 is defined as the sum of the expenditure from the revenue fund for eight purposes less the sum of revenue or amounts receivable for nine items.

Under the proposal whereby the Ministry of Education would pay in legislative grants the difference between the revenues raised from the uniform mill rate and the uniform expenditure limit for current operating costs, the classifications of expenditures would be greatly simplified. The division between ordinary and extraordinary expenditures can be greatly reduced. This is possible because of recommendations in two of our earlier Interim Reports,^{16,17} that transportation of pupils to and from school and from school to school be eligible for grant at 100 per cent of approved cost and that the annual payment of principal and interest on debentures for approved school accommodation provided in the future be eligible for grant at 100 per cent. These two recommendations are an integral part of our overall plan for an effective means of financing education. The bases for our recommendations are set out in the relevant Interim Reports and are not, therefore, described in this Report.

Where a board provides education for pupils of another board or for pupils who are the responsibility of the province, it would no longer be necessary to charge fees to meet any cost within the uniform expenditure limits. The admission of these non-resident pupils would not add to the local property tax since the cost at the local level would already be at a uniform mill rate on equalized assessment. However, if a board financed supplementary services through its discretionary mill rate, it would legitimately assess an amount for this purpose to the responsible body sending any non-resident

¹⁵Regulation - General Legislative Grants 1974, pp. 5, 7.

¹⁶School Building Programs.

¹⁷Pupil Transportation.

pupil to it. This would be an exceptional case involving a limited amount of money. Where an agreement exists between a school board and Canada for the education of children for whom Canada is responsible, it would still be necessary for the board to charge the cost of education for these children. These amounts would, of course, be deductible items before determination of the amount of grant payable to the board by the province.

(d) In the preceding section of this Report, we recommended that the proportion of the total expenditures for the province as a whole, as provided for by the basic uniform expenditure limits for operating purposes, be reduced gradually over a period of years to 33 1/3 per cent. This will mean, of course, that the number of dollars required to finance the proportion of 33 1/3 per cent will ultimately be provided through the uniform mill rate on equalized assessment for operating purposes by the target date of 1980. In the meantime, there will be a phasing-in period as progress is made towards the established uniform mill rate and the 33 1/3 per cent.

The corollary of the decrease in the proportion of the total cost for the province borne by the property tax will be an increase in the percentage of the cost within the basic uniform expenditure levels provided through legislative grants. Consequently, to the extent that a lesser amount is provided each year by the property tax, there will be a corresponding increase in legislative grants until the level of 66 2/3 per cent is achieved by the target date of 1980.

WE RECOMMEND:

(15) THAT THE PROPORTION OF THE TOTAL CURRENT OPERATING COSTS, WITHIN THE BASIC UNIFORM EXPENDITURE LEVELS, BORNE BY THE PROVINCE BE INCREASED TO 66 2/3 PER CENT; THAT PROGRESS TOWARDS THE LEVEL OF 66 2/3 PER CENT BE MADE BY A PHASED INCREASE OVER A PERIOD OF YEARS UNTIL THE GOAL IS REACHED BY THE TARGET DATE OF 1980; AND THAT THIS PROGRAM BE INTEGRATED WITH THE MOVEMENT TOWARDS THE ESTABLISHED UNIFORM MILL RATE ON PROPERTY AT THE LOCAL LEVEL.

While ceilings and weighting factors for school boards are set out in the Regulation regarding general legislative grants, they are of such significance that a separate section is devoted to each of them.

D. Ceilings

(a) Establishment and Operation of Ceilings

The costs of education increased at an unprecedented rate during the 1960s because of greatly increased enrolments; lower teacher:pupil ratios; rising salaries for teachers, administrators and support personnel; extension of programs in areas of special education; increased transportation; unprecedented school building; higher costs for supplies, equipment and services; and inflationary pressures. Even when all of these factors are taken into account, they do not explain fully the new levels to which expenditures have risen.

There is evidence to indicate that some of the former school boards made unnecessary expenditures in the last years of their existence in 1968. Other boards increased expenditures in 1969 and 1970 considerably beyond the levels eligible for grant support and thereby imposed a heavy burden on local taxpayers who had to bear the whole cost of the excess. Since the then Department of Education had made a commitment to pay 60 per cent of the cost of education, there was a need for a maximum amount to which this percentage would be applicable.

In 1971, the Department of Education, acting on the authority granted by an amendment to The Department of Education Act in 1968-69, established ceilings on the expenditures boards could make for ordinary operating purposes. Even though school boards were accountable to local taxpayers for the full amount of the expenditures they made, the Department also had some interest in the maximum amount expended because of its commitment to pay 60 per cent of the cost of education. The ceilings were intended to put some limit on future spending, to make necessary a closer examination of existing and projected programs on the basis of priorities, to eliminate unnecessary or unjustifiable expenditures, and to establish educational costs at realistic and defensible levels. For these and other reasons, we believe that the province was justified in the establishment of some limit on the amount of

expenditures by boards beginning in 1971. The great majority of boards, whose representatives appeared before the Committee, concurred in this belief. The main opposition came from teachers' organizations who expressed the view that the autonomy of school boards had been reduced by imposition of the ceilings.

The contention that the introduction of ceilings resulted in a reduction in the autonomy of school boards was considered by the Committee. In our view, school boards have never been autonomous in the sense that they could act in a completely independent manner. Their authority and responsibility are contained in Statutes passed by the Legislature and subject to amendment by that body. The Statutes also grant to the Ministry of Education authority to perform certain functions and to implement the provisions of Regulations. Consequently, the administration of education in Ontario is a cooperative and shared responsibility between the two bodies. This is exemplified by the method of financing educational costs where 60 per cent is provided by provincial general legislative grant and 40 per cent by revenues from the municipal property tax.

It is our view that, while the ceilings reduced the authority of school boards to tax as they wished, they did not, by themselves, seriously impair the freedom of boards to provide adequate educational programs. We do not agree, however, with some other aspects of the ceilings, the method of their determination, and the effects of the weighting factors on them. All of these areas will be considered later in this Report.

A number of problems arose because of the way in which the expenditure ceilings were determined and administered. In 1971, the basic ceiling was \$545 per pupil at the elementary level and \$1,060 at the secondary level. Since then, there has been no discernible pattern in the increases in dollar amounts or percentages, nor does there seem to be any logical justification for them in terms of increases in the costs of goods and services. Any reference to higher percentage increases at the elementary level that suggests some closing of the gap in the expenditure per pupil between the elementary and secondary levels is misleading. The fact is that between 1971 and 1974, the difference in terms of number of dollars, which is the really significant factor, has increased in favour of the secondary level by \$12

per pupil. This preferential treatment has occurred in spite of the greater beginning salaries of teachers at the elementary level as a result of the requirement of higher academic qualifications.

Prior to 1971, a great many boards in the counties and districts throughout the province were spending considerably less per pupil than boards in the largest cities. The limitations placed on the amount of the annual increase over the previous year's expenditure prevented many of the lower-spending boards from reducing appreciably the difference in number of dollars they could spend when compared with the higher-spending boards. Then in 1974, the removal of any limit on the amount of the increase over the expenditure level of 1973 meant that, theoretically, the lower-spending boards could increase their expenditures at least to the basic ceiling of \$704 at the elementary level and \$1,231 at the secondary level.

In practice, it will not be possible for a number of boards to reach these levels in 1974 because of the increase that would be required in local mill rates to help finance part of the increased costs. It appears that an insufficient increase over the previous year's expenditure was allowed in each of the years 1972 and 1973 with a much larger increase permitted in 1974. It would have been preferable to establish a realistic increase each year over the period of three years to enable boards to come closer to parity in terms of expenditures.

While the establishment of expenditure ceilings of \$704 at the elementary level and \$1,231 at the secondary level for 1974 gives the impression of equality in the amount of money spent on each pupil's education at each level, these figures are greatly distorted by the application of weighting factors which are elaborated on in a subsequent chapter of this Report. Not only are there extreme differences among boards in the amount of money spent on each pupil but there are substantial differences in the amount of the expenditures on which grants are paid. In general, the boards that achieved high-spending levels before 1971 have been helped to maintain and consolidate that position, while the lower-spending boards have been limited in their ability to reduce the gap between them and their higher-spending counterparts.

In our judgment, it would be impractical to return to the former practice whereby school boards had authority to set their budgets as high as they desired. In addition to the tax implications involved, the result of this policy was that a wide disparity existed between the resources and opportunities provided for the education of children living in one community when compared with those provided in another municipality. The present practice that uses grant and expenditure weighting factors has perpetuated these differences. The grant weighting factors in particular have contributed in part to this result by the diversion of tax moneys paid to the province by all the citizens of Ontario to boards at the higher-spending levels.

(b) Basic Uniform Expenditure Levels for Operating Costs

It is our view that a basic uniform expenditure limit per pupil for operating costs should be established for each of the elementary and secondary school levels and that the limit should be made applicable to all boards at each level. These amounts would be used to provide the basic educational program. Each board would be given the freedom and authority to determine the programs it would offer within the financial limits permitted. The special circumstances in any board's jurisdiction would determine its priorities and, since the board would know its needs best, it would be in the best position to make the necessary judgments. It is our view that, for most boards, special problems in one area are matched by comparable problems of proportionate magnitude in other jurisdictions and that any attempt by the central authority, represented by the Ministry of Education, to order local priorities by different levels of expenditure and different amounts of those expenditures eligible for grant leads inevitably to injustices, inequities, and distortions. With the establishment at the local level of a uniform mill rate on equalized assessment to help meet the costs of the basic uniform expenditure for operating purposes, there will be a comparable contribution to local taxes, at least to the extent that assessment practices permit.

The establishment of a basic uniform expenditure level per pupil for operating costs would mean that for the educational program the amount of money provided would be the same regardless of the location of the child in Ontario. Provincial resources would make up the difference between the

amount of the revenues derived from the uniform mill rate on equalized assessment and the basic uniform expenditure level per pupil.

WE RECOMMEND:

(16) THAT A BASIC UNIFORM EXPENDITURE LEVEL PER PUPIL FOR OPERATING COSTS AT EACH OF THE ELEMENTARY AND SECONDARY SCHOOL LEVELS BE ESTABLISHED ANNUALLY AND MADE APPLICABLE TO ALL SCHOOL BOARDS AT EACH LEVEL; AND THAT SCHOOL BOARDS BE PERMITTED TO DETERMINE THE PROGRAMS THEY WILL OFFER AND THE PRIORITIES THEY WILL PURSUE WITHIN THESE LIMITS IN THEIR ENDEAVOURS TO PROVIDE THE BEST POSSIBLE EDUCATIONAL OPPORTUNITIES FOR THEIR PUPILS WHILE ACHIEVING AN EQUITABLE DISTRIBUTION OF TAX LOAD FOR THIS PURPOSE.

(c) Determination of Basic Uniform Expenditure Levels

The acceptability of any control by the Ministry of Education on expenditures by school boards depends to a considerable extent on the adequacy of the basic uniform expenditure limits and on the evidence presented to justify the amount of the annual increase permitted. No rationale to support the decisions made on either count has ever been given to the public or to the boards since the original ceilings were imposed in 1971. It is not sufficient for the Ministry to arrive unilaterally at arbitrary limits and annual adjustments on the basis of a number of dollars or a percentage of the previous year's expenditure which may be dictated by fiscal considerations without regard for their impact on the educational program. In Interim Report Number Four,¹⁸ we recommended the establishment of a Planning Branch in the Ministry of Education, staffed by highly competent personnel from the areas of education, economics, finance, demography, sociology, statistics, etc., each with knowledge of educational planning. It is to this body that the province should turn for the studies necessary to permit it to make realistic decisions about the amounts of the annual increases to be permitted in the basic uniform expenditure levels for operating purposes.

¹⁸ Planning, Part I, Interim Report Number Four, Committee on the Costs of Education, Queen's Printer and Publisher, Toronto, February, 1974.

It is through these studies that consideration can be given to the effects of inflation, salary levels, supply costs, enrolment changes, and the like. When information of this kind is available, it should be widely disseminated to school boards; teacher, trustee and supervisory officer organizations; educational institutions; representative taxpayer bodies; and the general public. The contents of the studies conducted by the Planning Branch should form the basis for consultation with the organizations affected by any decisions to be made. Through consultation with all those concerned, it will be possible to take into account experience and views which may influence the ultimate decisions on amounts to be proposed. Of necessity, the government must reserve to itself the final decision about the amount of money it will commit from its resources for the support of education. But if it follows the route of consultation and if it explains and justifies its decisions, much of the acrimony that has been generated in the last three years can be avoided in the future.

WE RECOMMEND:

(17) THAT THE PROPOSED PLANNING BRANCH IN THE MINISTRY OF EDUCATION CONDUCT ON A CONTINUING BASIS DETAILED STUDIES OF ALL THE FACTORS, SUCH AS INFLATION, STATE OF THE ECONOMY, SALARY LEVELS, COSTS OF GOODS AND SUPPLIES, AND SERVICES, THAT HAVE AN IMPACT ON THE COSTS OF OPERATION OF SCHOOL SYSTEMS AND ON THE ANNUAL INCREASES IN THESE COSTS; THAT THE RESULTS OF THESE STUDIES BE WIDELY DISSEMINATED AMONG SCHOOL BOARDS, TEACHER, TRUSTEE AND SUPERVISORY OFFICER ORGANIZATIONS, TAXPAYER GROUPS, AND OTHER INTERESTED PARTIES, AS WELL AS THE GENERAL PUBLIC; THAT THESE STUDIES FORM THE BASIS FOR EXTENSIVE CONSULTATION IN THE PROCESS OF ESTABLISHING THE BASIC UNIFORM EXPENDITURE LEVELS PER PUPIL AND THE AMOUNT OF THE ANNUAL INCREASES; AND THAT THE MINISTRY OF EDUCATION EXPLAIN AND JUSTIFY THE DECISIONS IT ULTIMATELY MAKES IN THESE AREAS.

(d) Phasing of Basic Uniform Expenditure Levels

Given the existing differences among boards in expenditure per pupil for

operating costs, it will not be possible to permit all boards to spend at the basic uniform expenditure levels in 1976. Using firm data for 1972, the range in board expenditures between \$497 and \$806 would mean too great an adjustment in one year. However, there was some narrowing of the differences in 1973, while, in 1974, all elementary boards were permitted to spend up to a maximum of \$704, and secondary boards to \$1,231 per pupil. Most boards will be above these levels because of the application of weighting factors. Because firm data for 1973 were not available at the time of writing, we were unable to determine the cost differences between the highest-spending boards and the lowest-spending boards in that year. Certainly, the differences will still be substantial in 1974. Consequently, it is our view that a basic uniform expenditure limit should be established in 1976 for each of the elementary and secondary levels. The amounts should be determined initially, at least in part, by the expenditure levels of the majority of the boards in 1974, and by the budgets in 1975. A definite time frame should then be established for all boards to be brought to the basic uniform expenditure limits as they are established from year to year.

For those boards which are already near the established maximum expenditure levels, this objective can be achieved in 1976. For other boards that are at the extreme ends of the scale, it will require a longer period of adjustment until all reach parity. Decisions in this area will depend to a considerable extent on analysis of the actual expenditure data of boards for 1973, preliminary expenditure levels for 1974, and the budgets for 1975.

WE RECOMMEND:

(18) THAT, ON THE BASIS OF FIRM DATA FOR 1973, ESTIMATES FOR 1974, AND BUDGETS FOR 1975, BASIC UNIFORM EXPENDITURE LEVELS BE APPLIED IN 1976 TO BOARDS WHICH CAN REALISTICALLY BE BROUGHT TO THEM AT THAT TIME; AND THAT PROVISION BE MADE FOR THE PHASING-IN OVER A PERIOD OF YEARS OF THE UNIFORM EXPENDITURE LEVELS FOR BOARDS THAT ARE CONSIDERABLY BELOW OR ABOVE THE LEVELS ESTABLISHED IN 1976, UNTIL ALL BOARDS REACH PARITY.

(e) Difference Between Expenditure Levels for Elementary and Secondary School Boards

The differences in the basic grant and expenditure levels between elementary and secondary school boards have been substantial since the ceilings were established 1971. In that year the elementary board expenditure level was \$545 and the secondary board expenditure level, \$1,060. In 1974, the corresponding figures are \$704 and \$1,231, or increase of \$159 and \$171 respectively over the three-year period.

During the last four years, academic requirements for elementary school teachers have increased and the great majority of new entrants to the profession at this level must now have a university degree. A few new entrants with the four-year honour degree took secondary school teacher education programs with the elementary school option and began their careers at the elementary level. At the secondary level it is still possible for new entrants with technical and vocational experience to begin with a limited academic background. It is still true that there are a substantial number of teachers at the elementary school level with academic qualifications below the degree. But many of these are pursuing undergraduate programs leading to the degree. Consequently, the proportion of elementary school teachers with academic qualifications comparable to those of their secondary school counterparts has increased substantially in the last few years and will continue to do so at an accelerating rate in the years ahead.

A second important factor to be considered in any comparison of the ceilings at the elementary and secondary levels is the number of pupils for whom a teacher is responsible. While there is no doubt that there are too many pupils in some classrooms at each level, the overall situation shows that on average the elementary teacher is responsible for a greater number of pupils per classroom than the secondary teacher. This situation can be explained, in part at least, by the smaller number of students in certain shops at the secondary level and by smaller enrolments in certain other options. However, it is our view that at the elementary level, at least in the Primary Division, teachers should be assigned fewer pupils per classroom than is presently the case in most jurisdictions. It is at this level that the foundations are established on which the programs of the later elementary school and the secondary school are built. If these foundations

are not assured, the result is costly remedial programs in later years and frustration and failure in the secondary school. We are not suggesting that it is possible to eliminate the need for remedial and corrective measures where these are necessary. We do believe, however, that more individual attention at an early stage in a pupil's school career could help him to achieve success and avoid the negative results associated with failure. It may well be that some additional expenditure at the elementary level to permit smaller classes in the Primary Division would result in overall savings through some reduction in the need for remedial classes at a later stage in the pupil's school career.

For these two reasons, among others that could be cited, we believe that the difference between the ceilings at the elementary and secondary levels is far too great. In 1974, the fact that the difference in favour of the secondary level is greater by \$12 per pupil than it was when the ceilings were established in 1971 is completely unjustified. The trend should be towards parity although we do not suggest that the amounts should be the same for the two levels. The additional amount that should be provided at the elementary level in 1976 should be the result of the studies we have proposed for the determination of the basic maximum expenditure levels after analysis of the firm data for 1973, preliminary reports for 1974, and budgets for 1975.

WE RECOMMEND:

(19) THAT THE DIFFERENCE OF \$527 BETWEEN THE BASIC CEILING OF \$704 AT THE ELEMENTARY LEVEL AND \$1,231 AT THE SECONDARY LEVEL FOR OPERATING COSTS IN 1974 BE REDUCED SUBSTANTIALLY IN 1975; AND THAT IT BE PROGRESSIVELY REDUCED THEREAFTER ON THE BASIS OF THE STUDIES CONDUCTED TO DETERMINE REALISTIC BASIC UNIFORM EXPENDITURE LIMITS AT EACH LEVEL.

(f) Penalty for Boards Exceeding Basic Expenditure Limits

In 1971, the first year in which ceilings on ordinary expenditures were in effect, approximately ten school boards exceeded the maximum limits

permitted by the grant Regulation. There were a number of possible reasons for this breach of the limitation. Boards had not had experience in meeting the new requirements. Because the grant Regulation was not issued until well into the fiscal calendar year for school boards, it was possible for commitments to have been made in the early part of the year that could not be accommodated within the ceilings. There was also the difficulty of estimating accurately within a fixed limit the costs of goods delivered and services provided towards the end of the fiscal year. This latter possibility was demonstrated by the number of boards that exceeded the ceilings by small amounts. A very few boards exceeded the limits per pupil by substantial sums, but most of these were boards with small enrolments in Northern Ontario.

The Ministry of Education decided to assess a penalty against boards that exceeded the ceilings in 1971. The form of the penalty was the withholding of part of the board's calculated grants with the amount determined by a formula developed by the Ministry. The procedure is illustrated by the manner in which it was applied to the Hamilton Board of Education in 1971, as described in Chapter 6 of this Report.

In 1973, when the Metropolitan Toronto School Board indicated that it would be unable to stay within the ceilings as set out in the grant Regulation, the Ministry of Education agreed to provide an interest-free loan to permit the Board to spend in excess of the ceilings on the understanding that the excess would be accommodated within the ceilings to be established for 1974. Consequently, the Metropolitan Toronto School Board was, in effect, given a bonus in the form of interest-free money to permit it to breach the expenditure limits. It is difficult to rationalize the treatment of the Hamilton Board of Education for its action in 1971 with the sympathetic hearing granted the Metropolitan Toronto School Board in 1973. Perhaps the difference was that the Hamilton Board of Education did not secure prior approval from the Ministry of Education for its excess expenditure. If this is the justification for the dissimilar treatment of the Hamilton Board, it again seems harsh by comparison with that accorded the Metropolitan Toronto School Board.

In any case, the example cited raises the question of whether the Ministry

of Education ought to be involved in the assessment of penalties for breaches by school boards of the expenditure limits imposed by the grant Regulation. The effect of a penalty, by way of reduction of grants to a board, is that the Ministry of Education stands to gain through its retention of the amount of any penalty. It is our view that the Ministry ought not to be the policing agency over school boards in this matter, especially because of its own interest in the matter. The prevention of over-spending by boards may lie in the preparation and wide dissemination by the Ministry of financial data and other information about all school boards in Ontario. If this were done, comparisons of costs among boards could be shown and attention drawn to any exceptions to the expenditure limits. Taxpayers would then be able to question the actions of their representatives if they so desired. In addition, it may be that some provision should be made in the Statutes whereby a taxpayer in the board's jurisdiction could take action in the courts against the board or its trustees for permitting an expenditure in excess of that set out in the Regulation.

WE RECOMMEND:

(20) THAT THE MINISTRY OF EDUCATION NOT IMPOSE PENALTIES BY WAY OF REDUCTION OF A SCHOOL BOARD'S CALCULATED GENERAL LEGISLATIVE GRANT WHERE A BOARD EXCEEDS THE EXPENDITURE LEVELS PERMITTED BY THE REGULATION GOVERNING GENERAL LEGISLATIVE GRANTS; THAT THE MINISTRY COMPILE AND DISSEMINATE DATA AND OTHER INFORMATION ABOUT THE FINANCIAL OPERATIONS OF ALL SCHOOL BOARDS; AND THAT CONSIDERATION BE GIVEN TO PROVISION IN THE STATUTES FOR RECOURSE TO THE COURTS BY TAXPAYERS AGAINST THE SCHOOL BOARD OR ITS TRUSTEES WHERE EXPENDITURES ARE MADE BEYOND THOSE PERMITTED BY LAW.

(g) Other Expenditures Beyond Ceilings

There have also been cases of additional funds being provided to school boards beyond the amounts designated by the grant Regulation. For example, in the latter part of 1971, the province through the Municipal Subsidies Branch, Department of Municipal Affairs, provided funds for the Provincial-

Municipal Employment Incentive Program 1971-72.¹⁹ Provision was made for integration of the program with the Local Initiatives Program of the Department of Manpower and Immigration of the Government of Canada. In a memorandum²⁰ dated January 11, 1972, the Minister of Education commended the program to school boards. A similar provision was made for 1972-73. The result was that a considerable number of school boards made application for funds to permit them to undertake "make-work" projects.

The anomaly in this situation was that many school boards had to delete programs of maintenance from their regular budgets because the costs could not be accommodated within their grant and expenditure ceilings. They were, however, able to apply for funds through the Provincial-Municipal Employment Incentive Program and to be reimbursed by the Municipal Subsidies Branch, Department of Municipal Affairs, for expenditures for projects approved by the latter organization.

The result was that in some situations activities that could have been conducted at other times of the year with less inconvenience to the operation of the schools were introduced during the school year. More serious was the fact that amounts of money were made available to be spent without benefit of proper planning and without regard to the priorities of the boards.

While one must sympathize with the desire to provide employment for some of those unfortunate enough to be out of work, and while the decision to make funds available was undoubtedly motivated by a wish to be helpful, the *ad hoc* nature of the attempts to meet the problem, in so far as school boards are concerned, created other problems that failed to recognize the fact that schools exist for the purpose of providing the best possible educational program for children. Where ceilings on expenditures by school boards are established by one department of government, represented by the Ministry of Education, and are then supplemented with funds provided by another

¹⁹ Memorandum No. 2, Provincial-Municipal Employment Incentive Program, 1971-72, dated December 28, 1971, Municipal Subsidies Branch, Department of Municipal Affairs, Toronto.

²⁰ Memorandum 1972: B1, Provincial-Municipal Employment Incentive Program, 1971-72, dated January 11, 1972, Department of Education, Toronto.

department of government, represented by the Department of Municipal Affairs, with the support of the Ministry of Education, it is difficult to comply with the admonition to school boards to plan programs three and four years in advance.

Similar suggestions²¹ have been made whereby additional text-books would be provided to sustain the publishing industry in Canada. For 20 years, when enrolments were increasing at unprecedented rates, the text-book publishing industry expanded and thrived. But now that enrolments are already declining at the elementary level and will soon do so at the secondary level, it is inevitable that there will be a substantial reduction in the number of text-books required. In addition, because enrolment is declining, worn-out text-books can be discarded without the necessity to replace many of them. When to this fact is added the improvement in teachers' methods whereby the text-book is no longer the sole reference source for pupils, the demand for text-books is still further reduced. We are aware that the publishing industry was the subject of an exhaustive study by a Royal Commission²² in Ontario and that a Government-Industry Committee has been established to devise priorities for spending for learning materials. In so far as the costs of education are concerned, it is our view that no action should be taken to try to stimulate a demand for text-books that, because of reduced numbers and the introduction of new methods and materials, no longer exists to the extent it did five to ten years ago. Any artificial demand, while it might assist the publishing industry, would be financially disadvantageous to the educational taxpayer, an infringement on the school board's right to determine its priorities, and an interference with the teacher's prerogative to select her own methods and materials, all of these without any real possibility of a positive impact on the education of children.

One other attempt to use the schools as a device to solve the problems of unemployment and development was The Technical and Vocational Training

²¹Canadian Publishers and Canadian Publishing, Report of the Royal Commission on Book Publishing, Queen's Printer for Ontario, Toronto, 1973, pp. 271-272.

²²Ibid.

Assistance Act, 1960.²³ Undoubtedly, the program under this Act was a great boon to the building industry and helped to provide secondary school accommodation at a time when it was sorely needed. But there is equally no doubt that, to a certain extent, unnecessary accommodation and excess building were provided because the funds were available. The result is that certain school boards now find the cost of operation and maintenance of unneeded space a burden that detracts from their ability to finance their essential educational programs.

Because the school system is a well-organized social institution extending into every part of the province, there is a tendency to use it as the vehicle for attempts to solve a number of society's problems that are almost wholly unrelated to the educational program. When this occurs, it raises the question of whether the schools are being used to keep certain parts of the economy operating without much regard for, or interest in, the real purposes of the school. The desire to use the schools for purposes extraneous to their real function ought to be resisted by all those who have the educational interests of students at heart.

In addition, scarce financial resources for education should be directed to those programs where they will benefit the education of children most. At the same time, expenditures for purposes other than education should not be included in the educational bill which is already high for legitimate purposes.

(h) Expenditure Levels for Supplementary Programs and Services

In our proposals we have accepted the principle that there should be some limit on the expenditures which school boards can make. We have, therefore, recommended basic uniform expenditure levels for operating costs applicable to all boards at each of the elementary and secondary levels. We believe that the expenditures permitted in this category should be adequate to finance a good educational program for all children.

We are also convinced, however, that it is necessary to leave some discretion to school boards to determine within limits the expenditures they will

²³ School Building Programs, pp. 94-95.

make beyond the basic uniform expenditure levels. Instead of completely open-ended spending levels for supplementary programs, we have recommended that provision be made for supplementary expenditures up to the equivalent of the revenues derived from a discretionary mill rate not to exceed one mill on equalized assessment at the elementary level and not to exceed one-mill on equalized assessment at the secondary level.

In addition, in our Interim Report Number Two²⁴ we recommended that boards be permitted to make expenditures from current funds for permanent improvements up to an amount equivalent to the revenues derived from a mill rate not to exceed one-half mill on equalized assessment at each of the elementary and secondary levels. We believe that this limit is reasonable and justifiable. Since the decision to impose local taxation for this purpose would rest with the school board, we have included it as a second category of discretionary mill rate.

The amount of any expenditures under the discretionary mill rates would be in addition to the basic uniform expenditure limits for operating purposes. Reference has been made to the discretionary mill rates earlier in this Report. They are included here because of the limits on expenditure which they permit.

(i) Employer's Share of Teachers' Superannuation

At present the employer's share of the contributions to the Teachers' Superannuation Fund is not paid by the school boards employing the teachers, nor does it appear in the cost of education for school boards. The calculation of the payment for this purpose is made by the Ministry of Education and paid in a lump sum direct to the Teachers' Superannuation Fund some time after the liability is incurred. Consequently, the cost of education for each school board does not include this legitimate expenditure and is, therefore, a lesser amount than should actually be shown. The result is that school board costs are artificially deflated. At the same time, the employer's share of contributions for teachers' superannuation is included in the estimates for the Ministry of Education where it does not belong any more

²⁴Ibid, p. 21.

than other direct expenditures by school boards. In addition, the Ministry of Education must pay interest costs to the Teachers' Superannuation Fund for the use of the money from the time the liability is incurred until the lump sum payment is made more than a year later.

After integration, in 1966, of the employer's contributions to the Canada Pension Plan with those to the Teachers' Superannuation Fund, the Province of Ontario followed the procedure whereby it paid, in a lump sum direct to the Canada Pension Plan, the employer's share of the contribution on behalf of the teachers on the staffs of school boards. After three years, the Canada Pension Plan required that the employing school boards submit the employer's share of the contributions direct to the Plan. As a result, the province is no longer involved in the payments to the Canada Pension Plan and the employer's contributions are shown as part of each board's expenditures.

The amount of money involved annually, as the employer's contributions to the Teachers' Superannuation Fund, is substantial since it is six per cent of each teacher's salary less the amount of the employer's contribution paid direct to the Canada Pension Plan. In 1972-73, the sum was \$58,131,273, as shown in the Public Accounts of the province.

The procedure presently being followed in this matter is poor business practice and distorts the budgets of both school boards and the Ministry of Education. The boards are not making an expenditure that is rightly their responsibility and the Ministry is making a direct contribution as if it were the employer of the teachers who are, in fact, under contract to the boards.

It is our view that each school board should assume responsibility for the employer's share of the contributions to the Teachers' Superannuation Fund on behalf of its teachers and that the Ministry of Education should have no direct involvement in this procedure. It should be emphasized that assumption by school boards of responsibility for payment of the employer's share of the teachers' superannuation would have absolutely no effect on the benefits payable to teachers. The change would not involve any additional administrative work since boards must now provide information about the deduction from each teacher's salary for his contribution to the Fund.

It would merely mean that the boards would provide a matching amount as the employer's share. It would, of course, be necessary to increase the basic uniform expenditure limit for operating costs to accommodate this adjustment but under our proposed uniform mill rate on equalized assessment no additional cost would have to be borne by tax on property at the local level. Again, there would be no change in the amount of money provided by the Ministry of Education since it is already paying 100 per cent of the contribution.

WE RECOMMEND:

(21) THAT SCHOOL BOARDS ASSUME RESPONSIBILITY FOR DIRECT PAYMENT OF THE EMPLOYER'S SHARE OF CONTRIBUTIONS TO THE TEACHERS' SUPERANNUATION FUND ON BEHALF OF TEACHERS WHO ARE IN THEIR EMPLOY; AND THAT THE BASIC UNIFORM EXPENDITURE LEVELS FOR SCHOOL BOARDS BE INCREASED TO ACCOMMODATE THE PAYMENT INVOLVED.

E. Weighting Factors

Prior to 1969, the Department of Education used "stimulation grants" to encourage the development of certain programs by school boards. Examples of specific categories, for which extra assistance was provided from time to time, were home economics and industrial arts, special education, text-books, and larger units of administration.

The major objective in the creation of the county and district boards in 1969 was to provide greater equality of educational opportunity for children regardless of their place of residence in the province. The Department of Education decided that, with the establishment of the new boards, a greater decentralization of decision-making was possible and desirable if the objective was to be achieved. In addition, the new boards would have the resources of staff and organization to provide trustees with the information on which decisions could be made. It was also recognized that boards would have a better knowledge of the needs of their jurisdictions than the central authority could ever have. Consequently, encouragement was to be given to the establishment of goals by each school system, the

development of programs to meet local needs, the selection of priorities to be implemented, and the evaluation of the effectiveness of the programs offered. To assist in the attainment of these objectives, stimulation grants that might distort local priorities were discontinued. Grants and expenditures formerly made to encourage certain programs were incorporated into the total allowances for the operation of school systems without direction from the Department of Education about the specific purposes for which the money should be used. The Committee is in complete agreement with the objectives outlined above and with the decision to discontinue stimulation grants as a desirable step towards the achievement of the goals of education.

Soon after the creation of the larger units, however, the Department of Education introduced a simple weighting plan. The avowed purpose was to recognize differences in expenditure requirements for boards in various parts of the province. Special provision was made for boards in Northern Ontario that were finding it difficult to attract teachers, particularly for the secondary level. The largest cities were given substantial allowances designed to accommodate the higher level of special education in these centres and the problems associated with greater density of population.

The original weighting factors introduced in 1969 were rather unsophisticated and crude in that they were rough measures of special needs that the Department of Education considered certain boards had. At that time, while there were limits on the amount of a board's ordinary operating expenditures eligible for grant, the board could still spend as much above these limits as it considered necessary. The expenditure in excess of the amount eligible for grant had to be financed wholly through local taxation. In 1971, the Department of Education introduced ceilings on the amount by which expenditures might exceed the expenditures eligible for grant. As a result, there were three limitations in effect - the basic ceilings (\$545 per pupil at the elementary level and \$1,060 per pupil at the secondary level); the grant ceilings (the amount on which grants were calculated); and the expenditure ceilings (the amount of the grant ceilings plus the excess not eligible for grant). An additional fourth limitation that could affect the other three was the amount of the increase in expenditure

permitted over a board's expenditures for the previous year. In 1972, several additional weighting factors were introduced and all involved more detailed calculations than the original factors. The changes since 1972 have been towards still greater refinement and complexity. The stated justification for the use of weighting factors was that they would assist in the attainment of the purposes of the larger units. These weighting factors, particularly as they apply to special education, compensatory education, technical and occupational education, and instructional salaries, are stimulation incentives under other names. An analysis of the effects of the weighting factors permits the following conclusions.

(a) While it cannot be claimed that there is a direct and consistent relationship between expenditure per pupil and the quality of the educational program, nevertheless, the amount of money provided does determine to a considerable extent the opportunities available within a school system. The weighting factors are responsible for wide differences among boards in the amount of their expenditures eligible for grant and in the total expenditures that may be incurred. For example, in 1972, the range of the maximum expenditure by boards at the elementary level was \$497 to \$806, a difference of \$309, or 62.2 per cent. While this difference has been reduced since 1972, disparities in the financial resources available to boards with low grant and expenditure weighting factors make it impossible for many of these county and district boards to provide comparable opportunities for their pupils.

(b) The weighting factors seem designed to accommodate the higher-spending levels that were reached by boards in the largest cities before the ceilings were established, rather than to recognize the needs of pupils served by all the boards in the province. One reason given for the maintenance of substantial difference in the weighting factors is that large city boards have to provide special programs to meet problems unique to their jurisdictions. While it is agreed that there are special circumstances and conditions that apply in large urban centres, it is also true that many smaller boards have problems of proportional magnitude that are peculiar to their jurisdictions. The conclusion that boards with comparatively high-spending levels before the ceilings were established should continue to spend at these, or even higher, levels, while other boards

should be kept at much lower levels, is unjustified. It fails to recognize the special circumstances and unmet needs that exist in many parts of the province outside the largest cities.

(c) The influence of weighting factors interferes with the freedom of a school board to determine the nature and extent of the programs it will offer and the priorities it will establish for its system. There is no doubt that educational needs will vary from board to board and, indeed, from school to school within a board's jurisdiction. Therefore, if a school system is to be responsive to the special needs of its students, it must provide programs designed to meet those needs and must ensure that programs adapt and change to meet new conditions and altered circumstances. However, through the use of weighting factors, the Ministry of Education has determined what some of the priorities should be for all boards and, for those above the median or above a certain percentile in expenditure for some programs, has reinforced its views by provision of additional grants and by permitting supplementary expenditures. At the same time, for boards below these levels, it has ensured that their programs will remain limited by comparison.

No set of weighting factors, developed by a central agency, can possibly recognize the variety of educational requirements in a province as diverse and widespread as Ontario. The criteria used for determination of the weighting factors encourage a uniformity of offerings in certain program areas and, through the methods of calculation of the factors, support maintenance of the *status quo*. But school systems need to be innovative and experimental if they are to remain relevant to a dynamic and changing society. School trustees of a board, with the advice and assistance of their staff, are in the best position to identify the special needs of their area and to decide how best to meet those needs. To the extent that the weighting factors interfere with the prerogatives of school trustees in these matters, they are as undesirable as they are unnecessary.

(d) The criteria for the determination of grant and expenditure weighting factors are numerous and diverse. For example, in the case of compensatory education, there are four criteria that are taken by the Ministry of Education as indices of need by a board. These are the percentage of

population in receipt of welfare benefits; the percentage of all income tax returns with taxable income less than \$4,000; percentage of population "with neither French nor English as their official (sic) language"; and the number of public housing units per capita. There is considerable doubt about the relationship between the criteria and the need for compensatory education programs. For example, there are communities where there are few, if any, public housing units but where the quality of living accommodation and other relevant circumstances may be less favourable than they are in public housing. Similar comparisons might be made with regard to other factors.

Each year since the introduction of the weighting factors, there have been additions and refinements that add to the complexity of the calculation (Appendix B). While the requirements to qualify for a weighting factor are released to school boards, there is no accompanying justification for the rating scales used. Again, the compensatory education can be used to illustrate. There are four rating scales in the same range of one to ten for the four criteria used. The comparability of these scales is impossible to judge from the information provided. It is also most difficult to rationalize some of the calculations with the specific educational program to which they are supposed to relate. The validity of the weighting factors is, therefore, in doubt on this score as well.

(e) The Ministry of Education determines a rate of grant applicable to each board's recognized ordinary expenditure. One of the criteria used in this determination is the equalized assessment per weighted pupil. The lower the equalized assessment per weighted pupil, the higher the rate of grant and, conversely, the higher the equalized assessment per weighted pupil, the lower the rate of grant. Consequently, the rate of grant is greater if the calculation of weighted pupils is used instead of the actual enrolment. The situation is illustrated by reference to the Halton R.C.S.S. Board and the Metropolitan Toronto School Board. In 1974, the Halton R.C.S.S. Board, that has no grant weighting factor, will use its enrolment for grant purposes to determine the equalized assessment per pupil. For the Metropolitan Toronto School Board, that has a grant weighting factor of .109, the enrolment for grant purposes will be multiplied by .109 to obtain the weighted pupil enrolment. The resulting figure in each case

will be divided into the total equalized assessment for the Board to arrive at the equalized assessment per weighted pupil. This latter figure is used in the calculation to determine the Board's rate of grant. In this example, the Metropolitan Toronto School Board receives a considerable advantage in terms of a higher rate of grant whereas the Halton R.C.S.S. Board receives no such advantage.

The grant weighting factor, therefore, in addition to the increase it permits in a board's expenditure on which grant is paid, increases the rate of grant to the board. The higher rate of grant applies not only to the increased recognized ordinary expenditure that the grant weighting factor allows, but also for all the board's recognized ordinary expenditure. The amount of the increased grants may be substantial for higher-spending boards.

The application of the grant weighting factor to the enrolment for grant purposes as one of the criteria in determination of the rate of grant for a board is the means of providing another advantage to higher-spending boards. A board with a large grant weighting factor is able to receive more in legislative grants and thus has more funds to apply to its programs. A board with a small grant weighting factor is at a considerable disadvantage in terms of its ability to offer programs comparable to those provided by its more fortunate counterpart. The use of the grant weighting factor also distorts the objective of equality of treatment of boards through a rate of grant based on equalized assessment per pupil.

(f) School boards that qualify for a high grant weighting factor for instructional salaries have a considerable advantage in the recruitment of experienced and highly-qualified teachers over boards that are eligible for little or no allowance in this area. For example, in 1974, the Haldimand County Board of Education, that has a grant weighting factor at the elementary level of 1.008 has about \$5.63 per pupil above the basic ceiling eligible for grant. The Metropolitan Toronto School Board at the elementary level has a grant weighting factor of .109, so that it can receive grant on an expenditure of 110.9 per cent of the basic ceiling. By an amendment to the criteria applicable to all boards in 1974, the Metropolitan Toronto School Board is eligible to receive grant on 50 per

cent of the expenditure ceiling calculation for teacher qualifications and experience to those of the Metropolitan Toronto School Board or of other boards with large grant weighting factors that include an allowance for instructional salaries.

(g) The fact that the criteria for eligibility for grant and expenditure weighting factors recognizes the higher-spending levels of a few boards places other boards under serious limitations in their desire to provide comparable programs for their pupils. The necessity for a board to be above the median of all boards, or above a certain percentile, in order to be eligible for weighting factors almost precludes introduction or extension of programs by boards now below the median or the particular qualifying percentile. The existence of the weighting factors, for example for special education, almost guarantees continuing eligibility for additional grants and expenditures for boards with special education programs established before the ceilings were introduced and to limit some other boards from introducing them at a level appropriate to their needs.

(h) Because of the grant weighting factors, there are inequities in the portion of the costs borne by taxpayers at the provincial level. A board without a grant weighting factor, or with a very low grant weighting factor, will be at the low end of the scale in terms of the amount on which grants are paid. A board with a large weighting factor will be at the other end of the scale. If we again use the weighting factors for the Halton R.C.S.S. Board and the Metropolitan Toronto School Board to illustrate the point, the taxpayer in Halton contributes to provincial revenues through sales tax, gasoline tax, and other provincial taxes to permit additional grants to be paid by the province to the Metropolitan Toronto School Board on an expenditure level per pupil higher than is applicable for his own children attending school in Halton. This represents an inequity for the Halton taxpayer in terms of distribution of the tax load.

In summary, it is our view that the weighting factors are discriminatory and unfair, both in the additional grants they provide and the supplementary expenditures they permit. Far from achieving their stated purpose of greater equality of opportunity for pupils, they almost ensure inequality of opportunity for all but the favoured few, and, in the process,

contribute to inequity in distribution of the tax load. When the factors were "crude", as they were when first introduced, they did not work because they did not distinguish among the differences that existed from board to board. Now that they are more refined and complex, they still do not achieve equality and equity, not only because their validity is unproven, but also because there are still many variables that have not been taken into account. However, the solution to the present problem does not lie in the addition and extension of the weighting factors. Rather, it is our view that all weighting factors ought to be terminated beginning with the fiscal year 1976. School boards should have returned to them the authority and responsibility to determine the programs to be conducted and the allocation of resources within the basic uniform expenditure limits applicable to all boards at each of the elementary and secondary levels. Only if boards are given this freedom can they be held accountable, as they should be, for the results that are achieved.

WE RECOMMEND:

(22) THAT THE USE OF ALL WEIGHTING FACTORS, FOR BOTH GRANTS AND EXPENDITURES, FOR EACH OF THE ELEMENTARY AND SECONDARY SCHOOL BOARDS BE TERMINATED AT THE END OF 1975; THAT THEY BE REPLACED BY THE BASIC UNIFORM EXPENDITURE LEVELS ALREADY RECOMMENDED; AND THAT THESE LEVELS ALSO BE THE GRANT ELIGIBILITY LEVELS.

APPENDICES

Appendix

A: Summary of Recommendations	257
B: Committee Members	285
C: Staff	288
D: Committee Meetings	291
E: Advertisements for Public Hearings	293
F: Presentations at Public Hearings	295
G: Briefs Submitted	309
H: Presentations by Officials of The Ministry of Education	314
I: Meetings with Representatives of Provincial Agencies	317
J: Meetings with Individuals	318
K: Meetings with Education Officials of Other Provinces	319
L: Attendance of Staff at Conferences	323
M: Projects Undertaken by Consulting Firms	324
N: Financial Report of Committee	325
O: Bibliography	331

INTERIM REPORT NUMBER ONE: REPORT ON THE EDUCATION OF ELEMENTARY AND
SECONDARY TEACHERS IN ONTARIO: FACILITIES,
ORGANIZATION, ADMINISTRATION

Recommendations:

A. Number of Teacher Education Institutions

- 1:1 That the Stratford Teachers' College be closed at the end of the current academic session, 1971-72;
- 1:2 That the Peterborough Teachers' College be closed at the end of the current academic session, 1971-72;
- 1:3 That the Ottawa Teachers' College be closed at the end of the academic session, 1972-73;
- 1:4 That the Hamilton Teachers' College be closed at the end of the academic session, 1972-73;
- 1:5 That the London Teachers' College be integrated on July 1, 1972, with Althouse College of Education in a Faculty of Education in The University of Western Ontario to train both elementary and secondary teachers in the one Faculty;
- 1:6 That the Toronto Teachers' College be integrated on July 1, 1972, with the College of Education, University of Toronto, in a Faculty of Education in the University of Toronto to train both elementary and secondary teachers in the one Faculty;
- 1:7 That the North Bay Teachers' College be integrated on July 1, 1972, with Nipissing College in a Faculty of Education to train elementary teachers only;
- 1:8 That the Sudbury Teachers' College be integrated on July 1, 1972, with Laurentian University in a Faculty of Education to train elementary teachers only for the bilingual elementary schools;
- 1:9 That the Faculty of Education, University of Ottawa, continue to train elementary teachers for the bilingual elementary schools and French-speaking teachers for the secondary schools;
- 1:10 That the Faculty of Education, Lakehead University, continue to train both elementary and secondary school teachers;
- 1:11 That the McArthur College, Faculty of Education, Queen's University, offer a program beginning in September, 1972, to train elementary school teachers as well as secondary school teachers;
- 1:12 That the Faculty of Education, York University,
 - (a) train in one Faculty of Education elementary school teachers, secondary school teachers, and teachers for the areas of special education, and that York University offer the only programs leading to certification in the latter areas;

- (b) train secondary school teachers in a consecutive type program for a period of four years until the first students have moved through the concurrent type program;

1:13 That the College of Education, Brock University, continue to train elementary school teachers;

1:14 That the Faculty of Education, University of Windsor, continue to train elementary school teachers;

B. Disposal of Buildings and Sites No Longer Required

1:15 That consideration be given to the cultural and educational uses which the Stratford Shakespearean Festival might make of the building and site of the Stratford Teachers' College;

1:16 That consideration be given to disposal by sale of the building and site of the Peterborough Teachers' College;

1:17 That consideration be given to the disposal by sale of the building and site of the Ottawa Teachers' College;

1:18 That the possibility of transfer of the Hamilton Teachers' College building and site to McMaster University be explored;

1:19 That the building and site of the present North Bay Teachers' College be disposed of as may be deemed appropriate;

C. Disposal of Educational Equipment, Libraries, etc., No Longer Required

1:20 That the Department of Education transfer the educational equipment, library books and materials, etc., at the Stratford Teachers' College, the Peterborough Teachers' College, the Ottawa Teachers' College, and the Hamilton Teachers' College to the continuing teacher education institutions in the universities after consultation with the latter institutions and in accordance with their needs and desires, and that a concerted effort be made to preserve the historical artifacts, paintings donated by student groups, etc.;

D. Staff

1:21 That the staff at each of the four Teachers' Colleges be informed promptly of the decision to close the Colleges on the dates recommended and that they be advised that they will be given preference for positions within the Department of Education or other departments of government within the Public Service for which their experience and qualifications fit them while at the same time affording them time to apply for vacant positions outside the Public Service;

E. Practice Teaching

- 1:22 That payment to Associate Teachers for practice teaching be discontinued at the end of the current academic session, 1971-72, that in the selection of an Associate Teacher emphasis be placed on the special professional competence of the person chosen, that the contribution of Associate Teachers to the teacher education program be recognized by appointment to the staff of the faculty of education as Associate Teachers, that their names be included in the calendar of the teacher education institution, and that consideration be given to other possible forms of professional recognition;
- 1:23 That payments by teacher education institutions to principals, department heads, secretaries, and school boards in connection with the administration of practice teaching for students of the teacher education institutions be discontinued at the end of the current academic session, 1971-72;
- 1:24 That payment to students in the teacher education institutions for room and board and travel during weeks of practice teaching be discontinued at the end of the current academic session, 1971-72, and that, in future, these costs be a recognized part of the student's expenses for which he is responsible in connection with his professional program;

F. Student Fees and Bursaries

- 1:25 That regular student fees be charged in all teacher education institutions, where this is not already the practice, effective with the academic session, 1973-74;
- 1:26 That the bursary of \$500 automatically paid to each student who enrolls in a teacher education program in a university be discontinued at the end of the academic session, 1972-73;

G. Programs

- 1:27 That the Elementary School Option presently open to candidates working towards an Interim High School Assistant's Certificate in certain teacher education institutions be discontinued at the end of the current academic session, 1971-72, and that each candidate for a basic certificate be required to take a course designed to give the candidate knowledge of the level other than that for which his area of concentration is intended to prepare him;
- 1:28 That no further approval be given for the provision of facilities to train teachers for the Vocational and Occupational areas until the facilities now available in existing institutions are fully utilized;

- 1:29 That the heads of the teacher education institutions preparing secondary school teachers co-ordinate their programs to avoid small enrolments in various subject areas and so that it will be possible to concentrate enrolments in particular institutions for subjects where there are limited numbers of teachers in training;

H. Department of Education Organization for Teacher Education

- 1:30 That the transfer to the teacher education institutions of responsibility for the remaining summer courses for teachers conducted by the Department of Education be completed prior to the summer of 1973;
- 1:31 That winter courses for teachers now conducted by local school boards, after approval for certification purposes by the Department of Education, be phased out as soon as possible and that teachers wishing to pursue higher academic and professional qualifications be encouraged to do so through extension and summer courses offered by the universities and their faculties of education;
- 1:32 That the Professional Development Section of the Teacher Education Branch of the Department of Education be discontinued as a separate section and that the functions and staff be part of one organization known as the Teacher Education Branch;
- 1:33 That the official staff in the Teacher Education Branch be reduced correspondingly as the four Teachers' Colleges are closed, the other four Teachers' Colleges are transferred to the universities, and as the responsibility for summer and winter courses is transferred to the Colleges of Education and Faculties of Education so that by June, 1973, there will be two officials remaining to provide advice regarding teacher education and liaison with the teacher education institutions;
- 1:34 That, on the closing of the four Teachers' Colleges, completion of the transfer of the four other Teachers' Colleges, and transfer of responsibility for the summer and winter courses, the existing Teacher Education Branch be discontinued as a separate entity and responsibility for advice and liaison in the area of teacher education be established in a Teacher Education Section of the Curriculum Branch of the Department of Education;

Recommendations:

A. Enrolments

- 2:1 That the Ministry of Education develop within its Planning and Research Branch the expertise needed to bring together and systematically analyse information, data, reports, trends, and decisions available from all authoritative sources, especially at the National and Provincial government levels, likely to have a bearing on the need for additional school accommodation. We see the need of a small, highly efficient research unit to do this job as a service to the entire Ministry, and a simultaneous reduction or elimination of any overlapping research function within the Ministry. The results of this analysis should be made available by the Ministry of Education at least annually to school boards and all other interested bodies;
- 2:2 That each school board make a detailed study and analysis of the circumstances and anticipated developments within its jurisdiction which may affect school enrolments; and that these studies become the basis for the board's projections which can be incorporated into its long-term planning, including plans for the provision of accommodation;

B. Amount of School Accommodation

- 2:3 That, to assist each school board in the determination of its space needs, the Ministry of Education in consultation with school boards develop co-operatively a common inventory check list of all pupil accommodation and other space under the jurisdiction of a school board and that each board develop and maintain on a current basis a complete record of its accommodation in accordance with the inventory check list;

C. Utilization of Existing Accommodation

- 2:4 That, to ensure utilization of facilities at the optimal level and as a means of ensuring that no decision is made to provide additional unnecessary accommodation, the chief executive officer report to his board as early as practicable in each school year the rate of utilization of all teaching areas and other space as shown in the inventory check list;

D. Need for Additional Accommodation

- 2:5 That, in addition to the measures already cited, any proposal for additional accommodation, put forth by a board to the Ministry, include a detailed and fully documented justification for such accommodation and that in the absence of such justification no proposal be considered;

- 2:6 That the total classroom accommodation within the same geographic area served by a Public School board and a Separate School board be based on the total enrolment of the two boards in that area. Where one board is able to justify the need for more accommodation, it should be required to consult with the other board to determine if its needs can be met by some co-operative effort. Only for the most compelling reasons should the accommodation problem of a board be met by the provision of additional accommodation when the necessary amount of accommodation is already available and unused by another board serving the same geographic area;

We further recommend that when any proposal for the construction of additional school accommodation is put forward to the Ministry of Education by a board after completion of the steps outlined in the preceding Recommendations, the proposal be considered in the light of the information contained in the up-to-date inventory check list and the space utilization data for each of the boards in the geographic area, together with detailed justification for the decision to request approval. It should be understood that the onus is on the school board to prove the need, and that it is the responsibility of the Regional Office of the Ministry of Education to examine the proposal in detail, to discuss with officials of the board any matter about which there may be questions or doubt, and to recommend acceptance of the need for accommodation only when all uncertainties about its validity have been removed;

E. Procedures for Approval of Capital Building Projects

- 2:7 That the basic allowance for space and expenditure for a capital project be determined by the number of square feet per pupil and a dollar amount per square foot for each of the elementary and secondary levels and that the space and dollar allowances be determined by studies to be undertaken by the School Planning and Building Research Section of the Ministry of Education;
- 2:8 That expenditures by school boards from current funds for all sites and capital building projects, when the expenditures are not eligible for legislative grants, be submitted to the Ministry of Education, as a matter of information and for record purposes, in the same manner as expenditures which are financed by debentures or which are eligible for legislative grants;
- 2:9 That the Ministry of Education continue to provide consultation and advice to assist boards in the planning of school accommodation. Publications should include realistic guidelines and suggested standards and these should be kept up to date. The Architectural Services Section of the Ministry should carry on continuous research into the cost of accommodation as revealed by projects approved by the Ministry. The findings of such research into building costs for various types of construction materials, heating, lighting, ventilation, etc., in Ontario and in other jurisdictions should be reported regularly to all boards. Records should be maintained and studies conducted to show, for

example, the comparative long range costs when initial costs and maintenance costs for different construction materials are added together;

- 2:10 That each central agency, in co-operation with the Ministry of Education, maintain and revise, as circumstances may warrant, standards and requirements for school buildings in the areas of its special responsibility; that the Ministry of Education issue these specifications to school boards, architects, and planners; and that the responsibility for ensuring that the requirements are met be given to one agency, the School Plant Approvals Section of the Ministry of Education;
- 2:11 That cost differentials for school construction in the Northern parts of the Province be continued but that they be based on the formula related to the cost per square foot, as set out in Recommendation 7. We further recommend that the Architectural Services Section of the Ministry of Education undertake a research study to determine the validity of the present zone boundaries and the cost differentials allowed. The study should consider the possibility that significant cost differences exist within each of the three existing zones and that the principle of cost differentials ought to be applicable among some areas in Southern Ontario as well. If the objective evidence supports these possibilities, the necessary adjustments should be made in the boundaries of the geographic zones and the amount of the cost differentials allowed;
- 2:12 That the Ministry of Education establish minimum standards for the size of school sites. These requirements should take into account the maximum potential enrolment for the area to be served by the school or schools to be erected on the site. Local authorities represented by school boards, municipal councils, planning boards, recreation councils, parks' boards, and library boards should work co-operatively in the planning of areas to be allocated to serve their particular purposes. Wherever possible, a common site large enough to accommodate the variety of functions performed by these agencies should be designated;
- 2:13 That The Planning Act, as amended by Section 5, subsection (3) of The Planning Amendment Act, 1972, be further amended to provide that where park land adjoins a school site the park land continue in use for that purpose at least as long as the school site is used for educational purposes.

F. Financing Capital Building Programs

- 2:14 That the amount of capital money to be made available to The Ontario Education Capital Aid Corporation to provide accommodation in elementary and secondary schools be limited to \$50 millions per year, in terms of 1972 constant dollars, for each of the fiscal years 1973 to 1981 inclusive, a reduction of \$109 millions below the amount allocated for 1972.

- 2:15 That the Ministry of Education establish new criteria for the approval of building proposals to provide essential accommodation only, that the available capital funds be allocated on the basis of the highest priority and only when the need for accommodation cannot be met except by the construction of additional pupil places, and that the amount of the approvals in any year not exceed the amount of the allocation of \$50 millions to The Ontario Education Capital Aid Corporation;
- 2:16 That the actual cost of a school building required for the educational program be accepted for legislative grant purposes for any project for which building proposal approval is given after January 1, 1973;
- 2:17 That, when a formula for approval of capital projects is developed on the basis of area per pupil and cost per square foot, as proposed in Recommendation (7), all boards be required to provide accommodation for essential educational purposes within the calculated amount and that no excess expenditure by a board over this amount be permitted;
- 2:18 That a school board continue to have authority to enter into an agreement with municipal authorities to provide facilities in schools in addition to those essential to the educational program, that no part of the capital cost of such structures be borne by the school board, and that the total capital funds for these facilities be provided to the board by the municipal authority or authorities. We further recommend that, where these facilities are provided in a school, the board assume a reasonable share of the cost of operation of the facilities in relation to the board's share of the use of the facilities for the educational program;
- 2:19 That The Municipality Of Metropolitan Toronto Act be amended to delete section 1 (d) of Section 218 of the Act and that the general legislation contained in Section 35 of The Secondary Schools And Boards of Education Act, regarding the authority of a school board to issue debentures for permanent improvements, be made applicable to The Metropolitan Toronto School Board;
- 2:20 That the Ministry of Education agree to pay 100 per cent of the annual repayment of principal and interest on debentures issued by school boards to provide school building accommodation for which building proposal approval is given by the Ministry of Education after January 1, 1974;
- 2:21 (i) That The Secondary Schools and Board of Education Act, The Public Schools Act, and The Separate Schools Act, as amended in 1972, be further amended to reduce the expenditure a board may make from current funds for permanent improvements from the equivalent of one mill in the dollar on equalized assessments at each of the elementary and secondary levels to the equivalent of one-half mill in the dollar on equalized assessments at each level, and

(ii) that The Municipality of Metropolitan Toronto Act be amended to reduce the expenditure a board may make from current funds for permanent improvements from the equivalent of two mills in the dollar on local assessment at each of the elementary and secondary levels to the equivalent of one-half mill in the dollar on local assessment at each level;

2:22 That school boards assume the total cost of the acquisition of a school site and an addition or an improvement to a school site, effective January 1, 1973, with the cost to be provided as a capital expenditure from current funds;

INTERIM REPORT NUMBER THREE: PUPIL TRANSPORTATION

Recommendations:

A. Operation and Administration of Transportation Services

- 3:1 That all transportation routes be advertised for tender to ensure that the best possible price is secured for the service to be provided and to assure the public that the administration of transportation services is being conducted in accordance with sound business practice;
- 3:2 That a detailed specification for each school bus route be developed so that bus operators, when calculating the amount of their tenders, will know the exact services to be provided;
- 3:3 That each school board as a matter of policy establish requirements to be met regarding insurance coverage for transportation services and that each board maintain a complete record of the insurance in force on all vehicles whether owned by bus operators under contract to the board or by the board itself;
- 3:4 That each school board review its arrangements for the administration of transportation services, develop an organization which will ensure an efficient and economical operation, describe the positions to be filled, and designate the personnel to be responsible;

B. Role of the Ministry of Education

- 3:5 That the Ministry of Education, in consultation with school boards, determine the numerical data and other information about transportation services to be gathered on a Provincial basis. The Ministry should compile the information, analyse it, and make the results for each board known to all boards and the general public as one of the criteria to be used to assess the efficiency of pupil transportation in each jurisdiction;
- 3:6 That the Ministry of Education appoint a senior official to be responsible for all aspects of transportation services and that other staff with the necessary qualifications be provided to enable the Ministry to fulfil a leadership role in the development of policy and to permit it to assist school boards in their efforts to achieve efficient and economical transportation services. The head of the operation probably ought to possess qualifications in areas such as traffic engineering and planning, administration, transportation services, and finance and cost analysis. Working in cooperation with the appropriate staff of the Regional offices of the Ministry and of school boards, this official should recommend approval for grant purposes of expenditures by boards for transportation when established standards have been met;

3:7 That the Ministry of Education sponsor and support financially through its research grants a thorough study by competent research personnel of the educational advantages and disadvantages of the half-day every day kindergarten and the alternate full-day kindergarten. The results should be made known to all boards to assist them to make decisions about the arrangements most suitable for their particular circumstances;

C. Safety

3:8 That the Ministry of Education initiate discussions with the Ministry of Transportation and Communications for the purpose of having a study established to examine all matters relating to the safety of pupils for whom transportation is provided by school boards. In addition to soliciting the expert advice of safety and traffic engineers, the body responsible for the study should seek the assistance of school boards, school bus operators, school bus manufacturers, consumer groups, and other interested organizations. The results of the study, including information about the costs to provide safety improvements, should be made available to school boards, Government departments, and the general public so that they will be in a position to decide the priorities they wish to establish;

D. Legislative Grants

3:9 That the Ministry of Education revise the Legislative Grant Regulation for 1974 so that school boards will receive 100 per cent grant on their approved expenditures for essential regular transportation between home and school and between school and school;

3:10 That the Ministry of Education recognize for grant purposes only those approved expenditures required to provide essential transportation, defined as services for pupils under ten years of age who live more than one mile from school; for pupils over ten years of age who live more than two miles from school; for handicapped pupils regardless of distance from school; and for pupils transported between one school and another for special classes;

3:11 That each school board make provision, as part of its total transportation arrangements, for the transportation of pupils for activities associated with the instructional program, that policies and procedures governing this type of transportation be established and made known to all personnel, and that expenditures for it be included in ordinary operating costs;

INTERIM REPORT NUMBER FOUR: PLANNING AND DEMOGRAPHIC INFLUENCES ON
SCHOOL ENROLMENT

Recommendations:

A. Planning

- 4:1 That the Ministry of Education establish a Planning unit without duties in the line organization but with responsibility for the development on a continuing basis of an integrated, comprehensive plan for quality education in Ontario in accordance with accepted goals and expectations determined by consensus of those concerned;
- 4:2 (i) That each school board give first priority to the development of a "plan for planning" within its jurisdiction as an extension of, and consistent with, the planning framework developed for the provincial level by the Ministry of Education, but recognizing the unique characteristics and needs of the local jurisdiction, and
- (ii) that the school board delegate responsibility to each school to plan, within the framework established by the board, the educational program for the community served by the school;
- 4:3 That a separate Planning unit be established in the Ministry of Education as a staff body responsible to the office of the Deputy Minister of Education; that the existing Research Section be given a new name more descriptive of its functions; that the existing Statistical Analysis Section be designated the Statistics Section; and that the latter two Sections be continued in a renamed Branch in the Education Development Division;
- 4:4 That the Ministry of Education appoint to the Planning unit a director of stature with the broadest possible preparation and experience in education supplemented by training and background in the field of educational planning and that the Director have on staff highly competent persons with educational planning background from the fields of education, economics, sociology, finance, demography, statistics, and research, with provision for other support personnel as may be required;
- 4:5 (i) That the school board assign responsibility for the planning function for its jurisdiction to a senior educational official with provision for additional specialist personnel where the size of the organization justifies such action and that the personnel chosen have background in educational planning;
- (ii) that the school board ensure that the principal and staff of each school have the necessary expertise available to them to permit the staff to give leadership in educational planning for the community served by the school, involving the opportunity for the participation of parents, local organizations, students, as well as professional staff, in the determination of goals and expectations for the educational program;

- 4:6 That for boards which are too small to be able to assign responsibility for the planning function to a staff member, the Ministry of Education make available in its Regional offices personnel who have competency in educational planning and who are available on request to assist boards and schools in the planning process;
- 4:7 That the Ministry of Education and school boards provide the opportunity for their personnel who - although selected on the basis of their qualifications, experience, and competency in their special fields for special responsibility in the planning area - lack background in educational planning to attend courses in the Department of Educational Planning at The Ontario Institute for Studies in Education or in other institutions providing such programs;
- 4:8 That the proposed Planning unit in consultation with the agencies responsible for the collection, compilation, and distribution of statistics and other information determine the nature of the material to be collected, the form in which it is to be provided, the times when it is to be requested, the format in which it will be compiled, and the procedures by which the results will be distributed;

B. Population and Enrolment Forecasts

- 4:9 That the study and forecasts of population for the Province and by county, district, and other municipal units, be made the specific responsibility of a specialized group of professionals in a central agency within one Ministry of Government, that the population forecasts be issued annually, that they be communicated promptly to the Ministry of Education, and that they form the basis for the development of enrolment forecasts;
- 4:10 That the Ministry of Education endeavour to contract with the Department of Educational Planning in The Ontario Institute for Studies in Education for the Institute to develop annually, from the population forecasts and other information and data provided by the Ministry of Education and from other resources available to the Institute, forecasts of enrolment in the elementary and secondary schools for the province as a whole and by county, district, and other municipal units; that the contract for this service be for a minimum period of five years to permit continuity in the work; and that the forecasts developed by the Institute become the official expectation of future enrolments subject to any modifications that may be mutually acceptable to the Institute and the Ministry;
- 4:11 That the Ministry of Education accept responsibility for distributing annually to all school boards the population projections provided to it by the central agency, the enrolment forecasts prepared for it by The Ontario Institute for Studies in Education, and an explanation of the interrelatedness of the two;

- 4:12 That each school board analyse for its jurisdiction the population and enrolment forecasts provided to the board by the Ministry of Education, that the board make any adjustments which it deems necessary in the light of its intimate knowledge of local and recent developments in its areas, that the Ministry of Education be advised of the adaptations made and the reasons for them, and that the revised forecasts for the board's jurisdiction become the basis for its forward planning in so far as enrolment may be a factor in that planning;
- 4:13 That the Ministry of Education communicate to the central agency responsible for the development of population forecasts any information that it may have received from school boards that may have implications for future population forecasts; that this information be considered by the central agency along with reports available to it from other sources; and that the Ministry inform the Department of Educational Planning of The Ontario Institute for Studies in Education, of any developments likely to have an impact on enrolments at the local level so that similar consideration can be given to them when revised enrolment forecasts are being developed;

C. School Board Planning and Municipal Councils

- 4:14 That the school board and the municipal councils within the board's geographic area make provision for communication and consultation with each other about their plans and decisions whenever common interests may be involved;
- 4:15 That The Planning Act be amended to provide for representation of the school board on Planning Boards within the school board jurisdiction and that, where the number of municipalities is so great that such representation may not be possible, provision be made for close liaison at the official level with regular reports to the school board;
- 4:16 That the Roman Catholic Separate School board and the Public School board in an area where there are common or overlapping attendance areas be encouraged to consider the value of voluntarily establishing a cooperative joint committee to study planning matters of mutual interest and concern; that representation on, and the structure of, such a committee be determined by consultation between the two boards; that each board give consideration to the terms of reference for the committee and when agreement is reached they be adopted by each board; and that any agreement of the joint planning committee be reported to each board by its representatives for the board's consideration and any action it may wish to take;
- 4:17 That responsibility for educational planning at the local level be a function of school boards; that the Ministry of Education exercise its leadership role through dissemination of information about possible alternative courses of action, probable outcomes as a result of particular choices, and the availability of resource personnel to assist boards who request help in the attainment of their goals, thereby indicating directions for the educational

enterprise without directing it; and that the freedom of school boards be extended so that they have responsibility for education in their jurisdictions and can be held accountable for its effectiveness;

Recommendations.

A. Teachers' Superannuation Fund

- 5:1 That no extension of benefits in excess of the prevailing levels be granted by the province until the results of the actuaries' report for the period ended December 31, 1975, and their projections, are known; and that the cost of any further contemplated improvements in benefits be calculated and made known to the public together with plans for the funding of any such extension of benefits;
- 5:2 That, effective January 1, 1978, the Ministry of Education transfer to school boards responsibility for making the employer's contributions to the Teachers' Superannuation Fund for teachers in the employ of school boards; that the recognized ordinary expenditure by school boards be increased by an amount equivalent to the expenditure represented by the employer's contributions to the fund; and that an amount equivalent to the total amount of the employers' contributions to the Teachers' Superannuation Fund be added to the total amount otherwise allocated by the province for general legislative grants;
- 5:3 That the Teachers' Superannuation Commission continue to function as a provincial body but that it be reorganized on a more representative basis with greater responsibility for the conduct of the Fund being given to the Commission within controls applicable to other pension plans and with any improvement of benefits in the future being funded apart from the Consolidated Revenue Fund of the province;

B. The Ontario Institute for Studies in Education

- 5:4 (a) That the Ministry of Education continue to support research and development and field development in education at The Ontario Institute for Studies in Education;
- (b) That the Ministry of Education in consultation with The Ontario Institute for Studies in Education define the role of the Institute in the areas of research and development and field development;
- (c) That the Ministry of Education enter into an agreement with The Ontario Institute for Studies in Education incorporating the decisions reached as a result of implementation of recommendation (b), and including provisions for funding these aspects of the Institute's work;

C. The Ontario Educational Communications Authority

- 5:5 That the position of chairman of the Ontario Educational Communications Authority and the position of chief executive officer of the Authority be separated with the chief executive officer not a member of the board of directors;
- 5:6 That the province establish immediately an independent and objective commission to make a study and report on the Authority's performance during its years of operation including, but not limited to, the areas referred to in our report; and that it make recommendations for any future role of educational television in Ontario;

D. Ministry of Education

- 5:7 That the Ministry of Education reaffirm its earlier commitment to the principle of decentralization of decision-making in education to the maximum extent possible so that people at the local school board, school, and community levels may participate in the determination of matters which affect education in their areas;
- 5:8 That the Ministry of Education retain direct responsibility for functions which only it can perform (e.g. legislation; general legislative grants; certification of teachers, principals, supervisory officers); that the Ministry divest itself of direct responsibility for the organization and administration of programs that are within the area of competence and expertise of other educational agencies (e.g. school boards and curriculum development; faculties of education and basic teacher education and summer courses for teachers); and that the Ministry fulfill its leadership role through consultation and liaison with interested educational organizations, through encouragement of experimentation and research, and by the provision of highly-qualified resource personnel made available to school boards and other educational agencies on their request;
- 5:9 That the Ministry of Education conduct a thorough and objective review and assessment of positions and number of staff employed in each of its divisions, branches, sections and other units in its central office in Toronto with a view to elimination of any duplication of programs and duties, of redundant staff, and of non-essential employment;
- 5:10 That, in particular, the Ministry of Education review the programs and activities of the Communication Services Branch and that it justify the staff allocation and expenditures involved in the light of educational priorities and the limited financial resources available;

- 5:11 That the Ministry of Education have regard for sound principles of personnel management in relationships with its staff in the interests of maintenance of morale, optimum utilization of personnel, and economy of expenditure; and that in the appointment of an employee to a position consideration be given to professional preparation, career interests and goals, compatibility with job requirements, and personal factors;
- 5:12 That the Ministry of Education establish an organizational structure designed to achieve the goals of the Ministry in a decentralized system; that having created such a structure the organization continue in operation for a period of time sufficiently long to enable it to demonstrate its capabilities without unnecessary and almost constant reorganization to incorporate non-substantive changes such as renaming of units, transfer of responsibilities among units, and shuffling of staff;
- 5:13 That the Ministry of Education reaffirm its commitment to the role of its Regional Offices in the provision of educational services in all parts of the province so that their potential for improvement in education will be understood and accepted by school boards, professional personnel, interested organizations, and the general public;
- 5:14 That the Curriculum Branch of the Ministry of Education be responsible for the development of curriculum guidelines with participation of personnel from the Regional Offices and of representatives of interested groups;
- 5:15 That the Ministry of Education transfer to the ten faculties of education responsibility for the conduct of professional summer courses for educational personnel;
- 5:16 That the Ministry of Education adopt a consistent liaison role in its relationships with the faculties of education for all programs offered by the faculties and leading to any type of certification by the Ministry of Education;
- 5:17 That the number of staff of the Teacher Education and Certification Branch of the Ministry of Education be reduced to the level consistent with its responsibility for the liaison function with the faculties of education;
- 5:18 That the Ministry of Education investigate the necessity for the present widespread scope of the financial award of \$100 to each of approximately 10,000 Ontario scholars annually, that provision continue to be made where financial assistance is essential and no alternative exists, that the financial award be considered in relation to other programs of student awards, and that scholarly achievement continue to be recognized through award of the Ontario Scholar certificate;

- 5:19 That the Ministry of Education begin, effective June 30, 1977, to reduce the organizational and administrative structure of its Correspondence Courses Branch to the point where it is providing only an essential service that cannot be met by any other means; that the Ministry investigate other possible alternatives for meeting any remaining essential need with the ultimate objective of elimination of the Branch; that school boards continue to offer courses outside day-school hours for those who need them; that existing special provisions by school boards be continued and, where necessary, extended to ensure that all those who wish to pursue their education may do so;
- 5:20 That the Ministry of Education establish a policy to control the number of ad hoc committees established within the Ministry; that when a committee is appointed a date be set for its termination and that only for compelling reasons should any extension of its original term be granted; so that senior officials will not spend a disproportionate amount of their time serving on committees, some of which are self-perpetuating and non-productive that the Ministry undertake a complete review of the need for existing committees, that it dissolve those that are no longer necessary, and that it adopt reasonable administrative procedures to avoid the unnecessary proliferation of committees;

E. School Boards

- 5:21 That trustees of each school board involve themselves in the development and determination of educational goals and a philosophical direction for their school system and that, in the process, they not only permit but also actively seek the participation of parents, representatives of interested community groups and organizations, the general public, and professional staff;
- 5:22 That each school board develop and adopt a policy of openness with its communities through publicity regarding its problems, activities, concerns, possible solutions to difficulties, financial constraints, and the like with a view to the development of an interested, informed, and participating constituency;
- 5:23 That each school board delegate to a school, or a family of schools, or other educational unit at the community level, as much responsibility as practicable for the educational program; that the necessary authority consistent with that responsibility be also granted; and that each unit be held accountable for the effectiveness of the results of its delegated responsibilities through agreed-on evaluative criteria;
- 5:24 That each school board review the organizational structure of its schools to ensure that there is no overstaffing; and that there is no excess in the number of designated positions of responsibility with supplementary financial allowances;

- 5:25 That school boards review their present practices regarding attendance of staff at conferences outside their school systems for which supply teachers and travel and living expenses are paid by the boards; and that boards develop policies to ensure that expenditures for this purpose are justified in terms of amount and positive benefits to the school systems and to students;
- 5:26 That school boards adopt a policy whereby long-term disability insurance will replace sick leave credits resulting in gratuity allowance payments for unused credits at retirement or termination of employment; and that provision be made for suitable adjustment for credits earned by employees prior to the implementation of the new policy;
- 5:27 That, since county and district school boards have been in operation for eight full years, school trustees, boards, and trustee organizations should develop terms of reference for an in-depth study of every aspect of school board operations; that a well-designed research project should be conducted by competent and experienced researchers; and that the Ministry of Education should provide financial resources for the project as a contribution to the attainment of quality education in Ontario;

F. Metropolitan Toronto School Board

- 5:28 That, effective December 31, 1977, or as soon as possible thereafter, the Metropolitan Toronto School Board be abolished and that any necessary functions it performs be assigned to the area boards in the metropolitan area;

G. School Year

- 5:29 That the regulation governing the school year and school holidays be amended to place full authority for the determination of these matters, including the dates for the mid-term break, with the Minister of Education, subject to approval by the Lieutenant Governor in Council;
- 5:30 That the number of instructional days per school year be not less than 190, and that the remaining number of school days, depending on the calendar, be available at the discretion of the school board for activities designed to improve professional competence;
- 5:31 That each secondary school give particular attention to the best use of the total number of instructional days available to ensure that the commitment of scarce resources of personnel and money is providing the maximum possible return in educational opportunities for students;

H. Salaries and Other Allowances to School Board Members

- 5:32 That section 164, subsections (1) and (2) of The Education Act that establish the maxima amounts of honoraria for school trustees be repealed so that the setting of the amounts of honoraria will be open to closer public scrutiny and so that trustees will have to accept responsibility for the amounts of the honoraria granted;
- 5:33 (a) That any increases in the salary for school trustees, in the proportion of the salary not subject to tax within the provisions of The Income Tax Act, in the mileage allowance rates, and in any other allowances of a similar nature should be made by a recorded vote of all trustees of the board at its first meeting in the month of October preceding the election for the school board for the next term;
- (b) That the allowances established by the procedure in (a) be effective from January 1 of the term of office for which the board is elected and that they not be subject to any increase during the term of office of the trustees;
- 5:34 That the amount of the honoraria for trustees be ineligible for inclusion in recognized ordinary expenditures for legislative grant purposes;

I. Private Schools

- 5:35 That the Ministry of Education encourage private schools to develop their own criteria for graduation of their students instead of using the Secondary School Graduation Diploma and the Secondary School Honour Graduation Diploma to convince parents and prospective students of the acceptability of their programs;
- 5:36 That the Ministry of Education discontinue the inspection of private schools on request of private schools, including those schools in Switzerland and the Caribbean;
- 5:37 That the province discontinue grants to The University of Toronto Schools since such action is inconsistent with the government's policy of non-financial support to private schools, since there is no valid justification for any exceptional status for The University of Toronto Schools, and since grant support is financially discriminatory against other private schools and the parents of students attending them;

J. Grade 13

- 5:38 That any proposal for the future of Grade 13 be considered in the light of the evidence derived from a thorough, objective, rational assessment of all the relevant factors as they apply in the societal and educational context in Ontario;

INTERIM REPORT NUMBER SIX: COMPENSATION IN ELEMENTARY AND SECONDARY
EDUCATION

Recommendations:

The Committee did not make specific recommendations regarding compensation for personnel employed by school boards. Its position is summarized in the concluding paragraph of the Preface to Interim Report Number Six in these words:

"In its early studies, this Committee had optimistically hoped that it might present firm proposals for revisions of compensation techniques and structures. The introduction of new legislation, and subsequent developments in negotiations at the elementary and secondary school levels, and an increasing appreciation of the formidable complexity of the problem facing those in the front line of negotiations, have led the Committee to believe that it can serve best by presenting the results of its studies in the form of suggestions for the consideration of government, school boards, trustees' associations, teachers' federations, administrators and other interested individuals throughout the province. It is our considered opinion that a dispassionate examination of the concepts and data contained in this Report could provide the basis for new and workable approaches to the negotiation of compensation levels for employees in education in Ontario."

For details of the suggestions made by the Committee reference should be made to Interim Report Number Six.

INTERIM REPORT NUMBER SEVEN: FINANCING EDUCATION IN ELEMENTARY AND SECONDARY SCHOOLS

Recommendations

A. Assessment

- 7:1 That the changes we propose in the financing of education at the local level be initiated in the taxation year 1976, using the equalized assessment in effect at that time, with further adjustments to be made when reassessment at market value is introduced in 1977;
- 7:2 That the authority vested in the Ministry of Education to issue and require the use of a set of assessment equalization factors, applicable only to education and arbitrarily determined, be rescinded by amendments to The Ministry of Education Act and The Secondary Schools and Boards of Education Act on the basis (a) that two sets of assessment equalization factors applied to the same local assessment, each intended to achieve equity in the allocation among municipalities of the costs of shared services and in the determination of the rate of legislative grants and, therefore, of the amount of the grant, cannot both be correct; (b) that it should not be a function of the Ministry of Education to manipulate assessment (i) as a means of artificially maintaining existing mill rates and thereby perpetuating an inequitable allocation among municipalities of the costs of education; and (ii) as a means of artificially maintaining the rate of legislative grant, and therefore the amount of grant, so that old inequities in the distribution of legislative grants among school boards are perpetuated;

B. Local Taxation for Education

- 7:3 That taxes on real property be continued as a source of revenue for the financing of education, but that provision, as set out in succeeding recommendations, be made to decrease the proportion of the costs paid from these revenues;
- 7:4 That the present legislation, contained in Section 78, subsection (1) of The Schools Administration Act, for the calculation for education purposes of the mill rate applicable to each of residential and farm assessment and of commercial assessment, and known as the "split mill rates", be rescinded; that the objective of the legislation be achieved by using 90 per cent of the residential and farm assessment and the actual commercial assessment and applying common mill rates to these amounts;
- 7:5 That the province, through the Ministry of Education, establish, in consultation with school boards, a uniform mill rate for all municipalities based on equalized assessment for each of the elementary and secondary school levels for the support of education within uniform expenditure limits; and that the uniform mill rates on equalized assessment for the two levels be determined for 1976, as targets towards which progress would be made in subsequent years;

- 7:6 That, with the establishment for 1976 of a uniform mill rate on equalized assessment for all municipalities for the support of operating costs of education within uniform expenditure limits, provision be made for annual adjustment from the existing equalized mill rate levels until, by a target date of 1980, the established uniform mill rate on equalized assessment for this purpose is attained by all boards;
- 7:7 That school boards be permitted to impose a discretionary mill rate supplementary to the uniform mill rate required to finance the uniform expenditure level; that the discretionary mill rate be permitted to a maximum of one mill on equalized assessment for an elementary school board and to a maximum of one-half mill on equalized assessment for a secondary school board; that revenues from this taxation be used for expenditures in excess of the uniform expenditure levels; and that legislative grants not be paid on expenditures financed from revenues derived from the discretionary mill rate;
- 7:8 (a) That the existing provisions in the School Acts for the establishment by school boards of a reserve for working funds be amended;
- (b) That, in future, any provision for a reserve for working funds be made within the limits of the amounts permitted by the discretionary mill rate;
- (c) That the accumulated amount for any reserve for working funds not exceed five per cent of the board's budget in any year;
- (d) That where a board already has in a reserve for working funds an amount in excess of five per cent of its budget, the excess be applied to reduction of the discretionary mill rate in subsequent years until the amount in the reserve for working funds is within the limit of five per cent of the board's budget; and
- (e) That, when an excess amount in the reserve for working funds is applied in lieu of the imposition of a discretionary mill rate in any year, the amount of the supplementary expenditures not be permitted to exceed the amount of the revenues that would have been received if the maximum discretionary mill rate had been imposed for that year;
- 7:9 That the total sum to be provided by a school board from current revenue for permanent improvements, as defined in paragraph 18 of subsection (2) of section 1 of The Schools Administration Act, together with any reserve to be provided for this purpose, be limited to the revenues from a maximum of one-half mill on equalized assessment of the board; that, where such provision is made, it be supplementary to the basic discretionary mill rate of the board; and that it be included in the total discretionary mill rate;
- 7:10 That annual payments of principal and interest on outstanding debentures for school building programs continue to be financed in part by taxation on real property and that the portion of the

payment to be provided in this manner be raised by the board by a mill rate designated specifically for this purpose and shown separately on the annual tax notice;

7:11 That tax notices issued by the municipality on behalf of school boards show separately the three mill rates for education as follows:

(a) A uniform mill rate on equalized assessment for each of elementary and secondary school boards, the revenues to be applied to finance in part the uniform expenditure level for operating purposes;

(b) (i) A discretionary mill rate on equalized assessment up to a maximum of one mill for an elementary school board and of one-half mill for a secondary school board, the rate within these limits to be determined by each school board and the revenues to be applied for operating purposes as the board may decide;

(ii) A discretionary mill rate on equalized assessment up to one-half mill on equalized assessment, the revenues to be applied to the financing of permanent improvements as defined in The Schools Administration Act; so that the total maximum discretionary mill rate for both (i) and (ii) will be one and one-half mills on equalized assessment at the elementary level and one mill on equalized assessment at the secondary level; and

(c) A debenture debt mill rate on equalized assessment to be determined by the proportion of the annual payment of principal and interest to be borne by property taxes, the revenues to be applied to the retirement of debentures issued in the past;

We further recommend that a definition of the purpose of each mill rate be provided with the tax notice.

7:12 That the proportion of the total current operating expenditures of all school boards borne by local property tax be decreased to 33 1/3 per cent; that progress towards the level of 33 1/3 per cent be made by a phased reduction over a period of years until the goal is reached by the target date of 1980; and that this program be integrated with the movement towards the established uniform mill rate, the revenues from which are to be applied to the payment of operating costs within the uniform expenditure limits;

C. General Legislative Grants

7:13 That the Ministry of Education pay to each school board in general legislative grants the difference between the revenues derived from the uniform mill rate on equalized assessment at the local level and the total expenditure calculated by multiplying the basic uniform expenditure level per pupil at each of the elementary and secondary levels by the enrolment;

7:14 That, for purposes of determining the total expenditure by a board under the basic uniform expenditure level per pupil, the

enrolment be calculated by adding six-tenths of the enrolment on the last school day of September of the previous year to four-tenths of the enrolment on the last school day in September in the board's fiscal year;

- 7:15 That the proportion of the total current operating costs, within the basic uniform expenditure levels, borne by the province be increased to 66 2/3 per cent; that progress towards the level of 66 2/3 per cent be made by a phased increase over a period of years until the goal is reached by the target date of 1980; and that this program be integrated with the movement towards the established uniform mill rate on property at the local level;

D. Ceilings

- 7:16 That a basic uniform expenditure level per pupil for operating costs at each of the elementary and secondary school levels be established annually and made applicable to all school boards at each level; and that school boards be permitted to determine the programs they will offer and the priorities they will pursue within these limits in their endeavours to provide the best possible educational opportunities for their pupils while achieving an equitable distribution of tax load for this purpose;
- 7:17 That the proposed Planning Branch in the Ministry of Education conduct on a continuing basis detailed studies of all the factors, such as inflation, state of the economy, salary levels, costs of goods and supplies, and services, that have an impact on the costs of operation of school systems and on the annual increases in these costs; that the results of these studies be widely disseminated among school boards, teacher, trustee and supervisory officer organizations, taxpayer groups, and other interested parties, as well as the general public; that these studies form the basis for extensive consultation in the process of establishing the basic uniform expenditure levels per pupil and the amount of the annual increases; and that the Ministry of Education explain and justify the decisions it ultimately makes in these areas;
- 7:18 That, on the basis of firm data for 1973, estimates for 1974, and budgets for 1975, basic uniform expenditure levels be applied in 1976 to boards which can realistically be brought to them at that time; and that provision be made for the phasing-in over a period of years of the uniform expenditure levels for boards that are considerably below or above the levels established in 1976, until all boards reach parity;
- 7:19 That the difference of \$527 between the basic ceiling of \$704 at the elementary level and \$1,231 at the secondary level for operating costs in 1974 be reduced substantially in 1975; and that it be progressively reduced thereafter on the basis of the studies conducted to determine realistic basic uniform expenditure limits at each level;
- 7:20 That the Ministry of Education not impose penalties by way of

reduction of a school board's calculated general legislative grant where a board exceeds the expenditure levels permitted by the Regulation governing general legislative grants; that the Ministry compile and disseminate data and other information about the financial operations of all school boards; and that consideration be given to provision in the Statutes for recourse to the courts by taxpayers against the school board or its trustees where expenditures are made beyond those permitted by law;

- 7:21 That school boards assume responsibility for direct payment of the employer's share of contributions to the Teachers' Superannuation Fund on behalf of teachers who are in their employ; and that the basic uniform expenditure levels for school boards be increased to accommodate the payment involved;
- 7:22 That the use of all weighting factors, for both grants and expenditures, for each of the elementary and secondary school boards be terminated at the end of 1975; that they be replaced by the basic uniform expenditure levels already recommended; and that these levels also be the grant eligibility levels;

COMMITTEE MEMBERST. A. McEwan, Chairman

Mr. T. A. McEwan is a Mississauga businessman with a record of community service. He is a former president of the Ontario Society for Crippled Children and was the founding chairman of the Board of Governors, University of Guelph. In 1969, he was named a Fellow, University of Guelph. He was at one time a member of the Guelph Board of Education and served as its chairman.

Mr. McEwan is a graduate in Commerce from Queen's University at Kingston and holds the degree of Master of Business Administration from the University of Toronto.

In the business field, Mr. McEwan is a former president and chief executive officer of Becton, Dickinson and Co., Canada Limited and of Hartz Standard Limited, as well as senior vice-president of Extendicare Limited.

P. E. Arsenault, Member

Mr. P. E. Arsenault is a graduate in commerce of St. Joseph's University, New Brunswick, and holds the Master of Commerce degree from Laval University. He is senior partner in the firm of Desmarais, Arsenault and Company, Chartered Accountants, Sudbury. He has had experience as an assessor in the Taxation Division, Department of National Revenue. He is a member of the Institute of Chartered Accountants both in Quebec and in Ontario.

Mr. Arsenault has been active in community affairs in Sudbury. He is a past director of the Sudbury Youth Centre and a past president of the Sudbury Richilieu Club. He has also served as a member of the Board of Directors, St. Joseph's Hospital, and a member of the finance committee of the Laurentian Hospital of Sudbury. His special interest in education has meant that he has been a member of the Board of Regents, University of Sudbury College; member, Board of Governors, Laurentian University of Sudbury, and chairman of the finance committee of that body.

Mrs. Hazel Farr, Member

Mrs. Hazel Farr is a graduate of the Hamilton Normal School and has taught in Norfolk County and the Town of Simcoe. She holds a Supervisor's Certificate in Primary Education. She also holds the Bachelor of Arts degree. During her long professional career she has devoted considerable time to the teaching of basic English to New Canadians in night school classes.

Mrs. Farr has taken a deep interest in her profession. She has served as president of the Federation of Women Teachers' Associations of Ontario and of the Ontario Teachers' Federation. She has been a member of the Board of Directors of the Canadian Teachers' Federation and is a member of the

Canadian College of Teachers.

L. M. Kerr, Member

Mr. L. M. Kerr is a vice-president and chairman of the Board of Kerr Farms Limited, Chatham. He is a graduate in Applied Science of the University of Toronto.

Mr. Kerr has held the positions of Agricultural Representative and Assistant, Ontario Department of Agriculture. He is a past president and director, Kent County Federation of Agriculture, and has held numerous other positions relating to agriculture and farming. He was a member of the original Ontario Agricultural Advisory Board.

In the educational field Mr. Kerr has served as a member of the Advisory Committee for the Ontario Agricultural College; vice-chairman of the board of regents of the Federated Colleges of the Department of Agriculture; and member of the board of governors of the University of Guelph.

Dr. W. G. Phillips, Member

Dr. W. G. Phillips has spent his entire career in education. He is a graduate in Arts from the University of Toronto and holds the post graduate degrees of Master of Arts and Doctor of Philosophy in economics from the same institution. He has held numerous professorial and administrative posts in Assumption College and the University of Windsor, culminating in his appointment as Dean of Arts and Science at the latter institution.

Dr. Phillips has been a representative to the National Commission for UNESCO; a member of the Social Science Research Council of Canada and a member of its Committee on Grants in Aid of Research; and a visiting professor at The Institute of Economic Research at Queen's University and the University of Toronto. He has served as consultant on a part-time basis on assignment by the Canadian International Development Agency, Ottawa.

Dr. Phillips has written extensively in his special field of economics and is the author of books, articles in refereed journals, other technical writings, and contributions to other scholarly journals.

Mr. J. C. Ronson, Member

Mr. J. C. Ronson is Organization Development Manager, The Steel Company of Canada, Limited. Mr. Ronson is a graduate in Commerce from McGill University and holds the degree of Master of Business Administration from the Harvard Business School. For a number of years Mr. Ronson was a member of the Extension Department, McMaster University, Hamilton, where he lectured on business policy in the Master of Business Administration course.

Mr. Ronson has held numerous posts in education. He has served as chairman, Burlington Board of Education; vice-chairman Halton County Board of Education; Director, Ontario Public School Trustees' Association; chairman, Ontario School Trustees' Council; and chairman, board of Governors, Sheridan College of Applied Arts and Technology.

Mr. D. C. Trowell, Member

Mr. D. C. Trowell has had a long career in the communications field and has held numerous positions of responsibility in the broadcast media. He is president of Shoreacres Broadcasting and general manager, Radio Station CKEY, Toronto. He has been president, Central Broadcasters Association, and a director of Broadcast News Limited, the broadcasting service of the Canadian Press.

STAFFDr. J. R. McCarthy, Executive Director

Dr. J. R. McCarthy has served as Executive Director for the Committee. He is a graduate in Arts from Queen's University, Kingston, and holds the Bachelor of Pedagogy degree from the University of Toronto, and the Master of Arts degree from Columbia University, New York. He has also been the recipient of the honorary degree of Doctor of Laws from McMaster University, Hamilton, and Queen's University, Kingston.

Dr. McCarthy is a graduate of North Bay Normal School and holds both elementary and secondary school teaching certificates. He is also qualified as a supervisory officer. During his career he has held positions as teacher, vice-principal, supervising teacher, school inspector, assistant superintendent of elementary education, and assistant superintendent and superintendent of Curriculum. For a number of years he was Secretary of the Committee on University Affairs and when the Department of University Affairs was established he became its first Deputy Minister. Later, he served as Deputy Minister of Education. He was also Secretary of the Committee on Religious Education in the Public Schools for a year.

Dr. McCarthy has served as a member of delegations representing Canada at meetings of the Organization for Economic and Cultural Development in Paris, on a cultural exchange visit to Soviet Russia, and to the Fifth Commonwealth Conference on Education in Canberra, Australia.

He is an Associate Professor of Educational Administration at The Ontario Institute for Studies in Education.

S. Bacsalmasi

Mr. Stephen Bacsalmasi was seconded from the York County Board of Education where he is Superintendent of Planning and Development. He holds the degree of Master of Agricultural Science from the University of Applied Science and Economics, Budapest, Hungary; he was a lecturer in that University, and was Principal, University College for Refugee Students, Innsbruck, Austria.

Mr. Bacsalmasi is a graduate of the Ontario College of Education and holds a Type A Specialist Teaching Certificate in Science. He also holds a Type A Secondary School Principal's Certificate. During his career, he has served as a teacher, department head, vice-principal, principal, and director of research and program development before assuming his present position. He is the author of numerous articles and research reports.

F. A. Danna

Mr. F. A. Danna was seconded from the Halton County Board of Education where he is Assistant Superintendent of Business and Finance. He is a Chartered Accountant, a Fellow of the Life Management Institute, and holds

the Certificate in School Business Administration awarded by the Extension Department of the University of Toronto.

Mr. Danna practised his profession with a firm of Chartered Accountants and in the life insurance field before coming to the Burlington Board of Education as Assistant Business Administrator. He has been prominent in the activities of the Ontario Association of School Business Officials as a director and as a member of committees. He is a past president of that organization. Mr. Danna has also served on a number of committees and in the professional activities of the Ontario Association of Education Officials and the Association of School Business Officials, an international body.

T. David

Mr. T. David was seconded from the Statistics Unit of the then Department of Education where he was Senior Statistician. He is a graduate in economics from the Universities of Madras and Kerala in India and holds the Master's degree in economics from the latter institution. He was a lecturer in economics and history at the same institution. He has completed one year of the program leading to the degree of Master of Business Administration at the University of Windsor.

Mr. David has been employed as a financial analyst for a firm of stock brokers in Ontario where his duties included the development of reports for the underwriting and research departments of the firm. He has been an economist with the Ontario Hospital Services Commission for which he conducted economic and statistical studies of communities in Ontario. Since 1967, he has been engaged in the collection, compilation, maintenance and analysis of statistical data for the Ministry of Education.

J. M. Ramsay

Mr. J. M. Ramsay was seconded from the Simcoe County Board of Education where he is the Director of Education and Secretary-Treasurer of the Board. He is a graduate of Queen's University, Kingston, from which he received his Honour Bachelor of Arts degree in Biology and Chemistry.

Mr. Ramsay is a graduate of the Ontario College of Education and holds a Type A Specialist Teaching Certificate in Science. He is also qualified as a Secondary School Principal with a Type A Certificate. His professional experience includes positions as a teacher, principal, inspector, superintendent of secondary schools, and his present post.

Mr. Ramsay is co-author of textbooks in physics approved for use in the secondary schools in Ontario, Alberta, and Quebec. He has served as a member of the executives of the Ontario Educational Association and the Ontario Secondary School Superintendents' Association. He has been a member and chairman of a number of educational committees in Ontario and is a Past President of the Ontario Association of Education Officials.

Support Staff

Ms. Joyce Hill, Recording Secretary to Committee and Secretary to the
Executive Director

Cecilio Cacapit, Research Assistant

Miss Astrid D'Souza, Typist

Mrs. Rosemarie Edwards, Secretary

Mrs. Sharon Gilbert, Research Assistant

Miss Brenda McLachlan, Research Assistant

Mrs. Gloria Moore, Secretary

COMMITTEE MEETINGS

During its deliberations, the Committee held sixty-one meetings and, in addition, made visits to teacher education institutions and other organizations, and held public hearings in various parts of the Province with individuals and organizations who had presented briefs to the Committee.

1971

July 19	Toronto	November 29	Teacher Education London and Stratford
September 13	Toronto		
October 4	Toronto	December 6	Teacher Education Ottawa
October 25	Toronto		
November 9	Toronto	December 13	Toronto
November 10	Toronto		
November 23	Teacher Education Hamilton and St. Catharines		

1972

January 10	Teacher Education Peterborough and Kingston	May 1	<u>Toronto</u> Public Hearings Toronto
January 11	<u>Kingston</u> Teacher Education Kingston	May 2	<u>Toronto</u> Public Hearings Toronto
January 20	Teacher Education Windsor	May 29	<u>Toronto</u> Public Hearings Toronto
January 21	Teacher Education Toronto	May 30	<u>Toronto</u> Public Hearings Toronto
January 24	Teacher Education Sudbury and North Bay	June 26	<u>Toronto</u> Public Hearings Toronto
January 31	Toronto		
February 1	Toronto	June 27	Toronto
February 14	Toronto	August 15	Toronto
February 28	Toronto	August 28	Toronto
February 29	Toronto	August 29	Toronto
April 4	Toronto	October 2	<u>North Bay</u> Public Hearings North Bay
April 5	Toronto		

October 3	<u>Sudbury</u> Public Hearings Sudbury	October 30	<u>London</u> Public Hearings London
October 16	<u>Thunder Bay</u> Public Hearings Thunder Bay	October 31	<u>St. Catharines</u> Public Hearings St. Catharines
October 23	<u>Kingston</u> Public Hearings Kingston	November 27	<u>Toronto</u> Public Hearings Toronto
October 24	<u>Ottawa</u> Public Hearings Ottawa	November 28	Toronto
October 29	London		
<u>1973</u>			
January 8	Toronto	March 29	Toronto
January 9	Toronto	March 30	Toronto
January 22	<u>Toronto</u> Ontario Educational Communications Authority Toronto	April 16	Toronto
		April 17	Toronto
		May 22	Toronto
		May 23	Toronto
January 23	<u>Toronto</u> Public Hearings Toronto	June 26	Toronto
		June 27	Toronto
February 19	Toronto	June 28	Toronto
February 20	Toronto	September 6	Toronto
February 21	Toronto	November 19	Toronto
March 28	Toronto	November 20	Toronto
<u>1974</u>			
January 11	Toronto	April 11	Toronto
<u>1976</u>			
April 5	Toronto	June 7	Toronto
April 26	Toronto	August 13	Toronto
May 17	Toronto		



ONTARIO

COMMITTEE ON THE COSTS OF EDUCATION

The Committee on the Costs of Education in the Elementary and Secondary Schools of Ontario has been appointed to undertake a comprehensive review of the costs of education in relation to the aims and objectives, programs, priorities and the like, of the educational system, to evaluate existing programs in the light of experience with them, the requirements of the present, and in terms of the expenditures of money for them; and to recommend policies as the Committee may determine.

The Committee will welcome assistance from representatives of groups, organizations, and associations and from the public through the provision of information, comments and suggestions in areas such as but not limited to:

— the use of the financial resources being provided for elementary and secondary education in Ontario in the attainment of the educational goals;

— The ability of the various differentiating factors in the legislative grant plan such as course, location, level (elementary and secondary), and type (ordinary and extraordinary) to generate funds in proper balance consistent with the needs for the attainment of desirable educational objectives;

— the implications of ceilings on expenditures by local school boards, including the effect on the decision-making and autonomy of these boards;

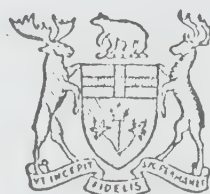
— the various aspects of school programs with particular reference to innovations and new concepts as, for example, the "open plan" organization, technical and commercial programs, and use of educational technology.

It will be appreciated if submissions could be made as soon as possible but not later than 31st March, 1972. They should be sent to:

Executive Director
Committee on the Costs of Education
Room S-944
252 Bloor Street West
Toronto 181

T. A. McEwan
Chairman

J. R. McCarthy
Executive Director



ONTARIO

COMITÉ SUR LE COÛT DE L'ÉDUCATION

Le Comité sur le coût de l'éducation dans les écoles élémentaires et secondaires de l'Ontario a été nommé pour effectuer une analyse approfondie du coût de l'éducation par rapport aux buts, objectifs, programmes, priorités et autres questions de ce genre concernant le système d'éducation. Ce Comité devra évaluer les programmes actuels à la lumière de l'expérience et des besoins du présent, et en fonction des dépenses qui y ont été engagées. Il fera également toutes recommandations qu'il jugera utiles.

Le Comité accueillera volontiers le concours des représentants de groupes, d'organisations, d'associations et du public, sous forme de renseignements, commentaires et suggestions dans les domaines suivants, mais sans s'y restreindre:

- l'emploi des ressources financières actuellement consacrées à l'éducation élémentaire et secondaire en Ontario, dans la poursuite des objectifs de l'éducation;

- l'applicabilité des divers facteurs différentiels dans le programme législatif de subventions, tels que cours, emplacement, niveau (élémentaire et secondaire) et genre (ordinaire et extraordinaire), pour l'obtention de fonds correspondant aux exigences et compte tenu des buts éducatifs souhaitables;

- les répercussions d'un certain plafonnement des dépenses engagées par les commissions scolaires locales, y compris ses conséquences pour ces dernières quant à leur autonomie et leur liberté de décision;

- les divers aspects des programmes scolaires, notamment les innovations et nouveaux concepts comme, par exemple, le système d'options, les programmes commerciaux et techniques et l'emploi de la technologie pédagogique.

Les intéressés sont priés de faire parvenir leurs mémoires dès que possible, mais au plus tard le 31 mars 1972, à l'adresse suivante:

Le directeur administratif
du Comité sur le coût de l'éducation
Room S-944
252 Bloor Street West
Toronto 181

Le président,
T.A. McEwan

Le directeur administratif
J.R. McCarthy

May 1, 1972, Toronto

Ontario Federation of Home and School Associations, Toronto

Mrs. A. O. Miller, President
Mrs. J. M. Priddle, Chairman, Education Cost Committee, Ottawa
Mrs. D. Menear, Chairman, Education Committee, London and
Middlesex Home and School Council

Ontario Association of Architects

W. B. Lamb, President
A. B. Leman, Vice-President
H. B. Kohl, Treasurer
B. Parks, Executive Director

Urban Development Institute, Ontario Division, Don Mills

J. Switzer, Director
A. R. Grant, Director
S. Rumm, Director
J. C. Elson, Executive Director

Ontario Teachers' Federation, Toronto

I. Fife, President
Miss N. Hodgins, Secretary-Treasurer

Ontario Business Education Association

Miss M. G. Anderson, President
W. V. McAdam, Second Vice-President

Prologue to the Performing Arts, Toronto

Mrs. Joan Osler, Chairman, Public Relations Committee
J. C. Elder, Secretary
Miss M. C. Carr, Administrator

Ontario Geography Teachers Association

D. A. Davidson, Past President
G. Youngman, First Vice-President
Professor Arnold Balins, Second Vice-President

Ontario Music Educators' Association

J. Maben, President
J. Brown, Secretary-Treasurer
Professor J. P. Green, Chairman, Committee on the Costs of Education,
Ontario Music Educators' Association
Professor R. Rosevear, Member, Committee on the Costs of Education,
Ontario Music Educators' Association

May 2, 1972, Toronto

Ontario Federation of School Athletic Associations, Toronto

A. A. Martin, President
J. M. Lees, Vice-President
G. B. Goulding, Executive Secretary
D. H. Barbour, Honorary Past President
N. A. Beach, Secretary Emeritus

Ontario Educational Research Council, Toronto

Miss P. A. Monkman, Past President
Miss N. Hodgins, Treasurer
Dr. H. O. Barrett, Secretary

Toronto Symphony Education Committee

Mrs. W. D. Heintzman, Chairman
M. Englebert, Assistant to Managing Director of the Toronto Symphony
V. Feldbrell, Conductor of Youth Concerts for Toronto Symphony

Science Teachers' Association of Ontario, Thornhill

Professor E. Wolfe, President
Professor H. M. Lang, Chairman, Committee on the Costs of Science
Education
D. J. Cooper, Member, Committee on the Costs of Science Education

Toronto Board of Education Heads of Guidance for Secondary Schools

Dr. D. B. Clemens, Director of Guidance and Counselling, Toronto
Board of Education
C. P. Griffin, Head of Guidance, Humberside Collegiate Institute
W. D. Giffen, Head of Guidance, Danforth Technical School
W. R. Gowland, Head of Guidance, Malvern Collegiate Institute
F. S. Hendra, Head of Guidance, Northern Secondary School
Miss M. M. I. Clark, Head of Guidance, Monarch Park Secondary School
E. M. Evans, Head of Guidance, Central High School of Commerce

Ontario Municipal Recreation Association, Toronto

D. L. Smith, Member of Executive and Board of Directors
D. A. Garvie, Member of Executive and Board of Directors
Ms. Pat Artkin, Executive Secretary

Ontario Federation of Labour, Don Mills

D. B. Archer, President
T. Meagher, Secretary-Treasurer
H. E. Weisbach, Director of Education and Labour Councils
E. Seymour, Director of Education and Publicity, Textile Workers,
and member of the Education Committee of the Ontario Federation
of Labour

Labour Council of Metropolitan Toronto, Don Mills

L. Lenkinski, Executive Secretary
Mrs. Laurel MacDowell, Research Co-ordinator

Peel County Educators' Association

Mrs. Margaret Beckingham, President
N. Davis, Past President
E. Kuechmeister, Member, Economic Policy Committee

Metropolitan Elementary Teachers' Committee of Presidents

H. M. Cleghorn, Chairman
Mrs. Marion Evans
Miss J. Melavanowich
Miss J. Kennedy
Miss D. Hamilton
E. Bulmar
R. Parliament

May 29, 1972, Toronto

Ontario Secondary School Headmasters' Council, OSSTF, Toronto

K. Well, Chairman
W. B. Book, Past Chairman
J. Askew, First Vice-Chairman
C. Perry, Executive Secretary

Ontario Secondary School Teachers' Federation

Mrs. J. Aceti, President
D. Hodgins, Vice-President
R. E. Saunders, Executive Assistant
Dr. D. S. Felker, General Secretary

October 16, 1972, Thunder Bay

Dryden District Roman Catholic Separate School Board

P. J. Dedieu, Chairman
L. W. Moehlen, Secretary-Treasurer

Individual Presentation

Mrs. Gladys Fairservice, Manitouwadge

Corporation of the Township of Marathon

T. J. Hughes, Councillor
K. Taniwa, Clerk-Treasurer
J. Warwick, School Trustee

Individual Presentation

C. V. Parker, Thunder Bay

October 23, 1972, Kingston

Frontenac County Elementary School Principals' Association, Kingston

A. C. Macfarlane, Chairman
Mrs. Myrna Alport, Member of Executive
Mrs. Janet Watson, President, Frontenac County Teachers Association

Frontenac County Area 5 Local Education Committee, Kingston

Mrs. Alison Ghent
Mrs. Marie Surridge

Prince Edward County Board of Education, Bloomfield

J. Plomer, Chairman
C. McFaul, Vice-Chairman
E. A. Shortt, Business Administrator and Secretary-Treasurer
J. R. Williams, Co-ordinator of Special Services

Northumberland and Durham County Board of Education, Cobourg

R. E. Eakins, Chairman
E. M. Creighton, Member of Board
W. C. Down, Member of Board
W. F. Thom, Director of Education

Peterborough and District Home and School Council

Mrs. Shirley Horner, Chairman

Canadian Mental Health Association, Ontario Division, Toronto

R. Couchman, President

R. Bunn, Executive Director

Ontario Secondary School Teachers' Federation, District 15, Toronto

R. Wilson, Executive Officer

Mrs. S. Pengelley, Vice-President

Federation of Women Teachers' Associations of Ontario, Toronto

Miss I. Ward, President

Miss M. Evans, Past President

Miss L. D. Martin, Executive Secretary

Miss K. Dyson, Executive Secretary

Etobicoke Elementary Teachers' Association

H. Cooney, President

Miss E. Bulmer, Vice-President

Miss G. Davis, President, Women Teachers' Association, Etobicoke
Association, Etobicoke District

W. Watson, Principal, Highfield Junior School

May 30, 1972, Toronto

Ontario Federation of Agriculture, Toronto

G. Hill, President

F. Wall, First Vice-President

D. Bennett, Executive Member

J. King, Executive Member

S. J. Hale, General Manager

Ontario Library Association, Toronto

Miss M. Kelley, Chairman

P. P. Hallsworth, President

Mrs. Doreen Bertrand, Treasurer

Metropolitan Toronto School Board

B. C. Bone, Chairman
F. C. Hill, Vice-Chairman
W. J. McCordic, Director and Secretary-Treasurer
Mrs. Mary Fraser, Chairman, Finance Committee
R. I. Thorman, Chief Financial Officer

June 26, 1972, Toronto

Ontario School Trustees' Council, Toronto

Dr. B. J. Nolan, Chairman
Mrs. H. H. Hendry, Vice-Chairman
P. M. Muir, Executive Director
G. Roberts, Consultant

Ontario Separate School Trustees' Association, Toronto

Dr. B. J. Nolan, President
Dr. N. A. Mancini, Past President
M. E. McCabe, Executive Member
Rev. R. Durocher, O.M.I., Director of Research
C. Asseff, Executive Secretary

Ontario Association of School Business Officials, Toronto

J. Chapman, President
P. Machetzki, President Elect
G. Boyce, Past Director

Ontario Association of Education Administrative Officials, Toronto

J. W. Singleton, Chairman
I. M. Robb, Executive Director

Toronto Teachers' Federation

Miss H. M. Sweet, President
P. Millard, First Vice-President
Miss P. Edmondson, Councillor
P. Chown, Councillor
Miss M. Thomas, President, Women Teachers' Association
G. Gooderham, President, Toronto Public School Men Teachers' Federation
Miss K. Dyson, Executive Secretary, Federation of Women Teachers' Associations of Ontario
G. B. Mattice, Executive Assistant, Ontario Public School Men Teachers' Association
S. G. Hood, Executive Assistant, Ontario Public School Men Teachers' Association

L. Saunders, Superintendent of Maintenance and Construction, Toronto
Board of Education
L. Hunter, Chief Engineer, Toronto Board of Education
G. Frittenburg, Chief Architect, Toronto Board of Education
P. de Karwin, Teaching Aids Technical Advisor, Toronto Board of
Education

Ontario Educational Communications Authority, Toronto

E. J. Brisbois, Member, Board of Directors
Dr. M. Lapointe, Member, Board of Directors
Dr. J. N. Swanson, Member, Board of Directors
D. J. Cook, Executive Director
P. G. Bowers, General Manager
D. M. Walker, Director, Corporate Affairs
I. Waniewicz, Superintendent, Research and Development

Canadian Association for Children with Learning Disabilities, Ontario
Division, Toronto

M. Shukyn, Director
Mrs. S. Sullivan, Executive Secretary

October 2, 1972, North Bay

Kapuskasing Board of Education

B. Merchant, Trustee and Chairman of Local Costs of Education Committee
Miss J. Carruthers, Supervising Principal, Public Elementary Schools
Miss D. MacLeod, Head, Geography Department, Kapuskasing District High
School
R. Moore, Associate Head, Science Department, Kapuskasing District High
School
R. Geddes, Principal, Edgewood School for the Trainable Retarded
Children
J. Ribout, Head, English Department, Cité des Jeunes

East Parry Sound Board of Education, South River

R. C. Mawhiney, Director of Education
R. L. Newman, Superintendent of Education
H. D. Toswell, Business Administrator and Treasurer

King Kirkland Ratepayers Committee

Mrs. W. F. Angus, President
Mrs. A. Laronde, Secretary

Kirkland Lake Board of Education

E. L. Burman, Trustee, Chairman of Budget and Finance Committee
J. D. Archer, Trustee, Chairman of Salary Committee
J. Yakubowski, Director of Education
R. R. Wilson, Superintendent of Business Administration

Ontario Public School Men Teachers' Federation, Kirkland Lake Division

G. J. Hamden, Principal, Central Public School

Nipissing Board of Education, North Bay

E. Monkman, Director of Education
R. K. Wilson, Superintendent of Schools, Development
R. J. Lynch, Superintendent of Schools, Operations
E. Graham, Business Administrator
W. Hayes, Area Superintendent
W. E. Perry, Area Superintendent

Nipissing Women Teachers' Association, North Bay

Mrs. Evelyn Ahola, Treasurer
Mrs. Eunice Saari, Educational Finance Convenor

Nipissing District Roman Catholic Separate School Board

Dr. G. N. Houle, Superintendent of Separate Schools and Secretary
J. L. Bourdeau, Business Administrator
R. Lachapelle, Controller

Ontario Secondary School Teachers' Federation, District 33, North Bay

D. Neethling, President

October 3, 1972, Sudbury

Sault Ste. Marie Elementary Public School Principals' Association

D. G. Campbell, Principal, River View Public School
W. L. Allen, Principal, Grandview Public School
L. J. Contini, Principal, Parkland Public School

Sudbury Board of Education

E. J. Checkeris, Chairman
G. E. Boyce, Superintendent of Business Administration

Sault Ste. Marie District Roman Catholic Separate School Board

Y. Lafrance, Chairman
F. R. Mills, Superintendent of Separate Schools
D. Morgan, Controller of Finance

Timmins Board of Education

P. W. Ferren, Director of Education

Sudbury District Roman Catholic Separate School Board

Dr. J. W. Fyfe, Chairman
R. A. Gionet, Comptroller of Finance

Corporation of the Township of Ennismore

R. Young, Reeve
D. Gifford, Deputy Reeve
N. K. Kyle, Clerk-Treasurer

Peterborough County Board of Education

A. L. Crawford, Business Administrator and Treasurer

Corporation of the Township of Hamilton, Cobourg

F. M. Russell, Deputy Reeve

Lennox and Addington County Board of Education

A. B. Medd, Member of Board and Chairman of Curriculum Committee
J. C. McLeod, Director of Education and Secretary

October 24, 1972, Ottawa

Teachers' Federation of Carleton, Ottawa

Mrs. Mary Hill, President
I. Fraser, Principal, Fisher Heights Public School

Regional Association of Public School Supporters, L'Orignal

J. Histed, President
Mrs. Roberta Histed

Stormont, Dundas and Glengarry County Roman Catholic Separate School Board, Cornwall

B. P. Cooper, Acting Business Administrator
D. B. Vaillancourt, Principal, Green Valley Roman Catholic Separate School
P. J. Valiquette, Principal, St. Columban's East Roman Catholic Separate School
G. Bourdeau, Vice-Principal, Notre-Dame Roman Catholic Separate School

Stormont, Dundas and Glengarry County Board of Education, Cornwall

G. E. Desjardins, Member of Board and Chairman of Building Committee
H. D. Shaw, Director of Education
R. A. Dauncey, Business Administrator and Assistant Secretary-Treasurer

Ottawa Roman Catholic Separate School Board

R. R. Bériault, Superintendent of Separate Schools
G. R. Moore, Superintendent of English Language Schools
H. E. Dubois, Superintendent of French Language Schools
L. Gatien, Superintendent, Planning and Construction
G. Levesque, Administrative Assistant, Planning and Construction
L. Villeneuve, Chief Accountant
Mrs. G. Mallette, Executive Secretary

Renfrew County Chapter, Ontario Technical Directors' Association

V. S. Feres, Past President
R. H. Patterson, Secretary
A. L. Flagler, Technical Director, Arnprior District High School
A. Pearse, Technical Director, Champlain High School, Pembroke

Advisory Committee of Hillcrest High School, Ottawa

G. Wasteneys
Mrs. E. R. Burwash
Mrs. D. Marjoribanks

Lanark, Leeds and Grenville Roman Catholic Separate School Board

A. C. Leeder, Trustee
Rev. B. F. O'Neill, Trustee
J. M. Ryan, Trustee
J. L. Jordan, Superintendent of Separate Schools
R. M. Herlehy, Business Administrator

Mutchmor Home and School Association

Jean McKay

Individual Presentation

B. Donnelly, Ottawa

October 30, 1972, London

London Board of Education

M. L. Shore, Chairman
J. N. Given, Director of Education
J. H. Morris, Superintendent of Business Administration
R. T. Macauley, Superintendent of Curriculum and Planning
E. C. McTavish, Superintendent of Operations
B. Georgeff, Superintendent of Student Services

London Council for Adult Education

Mrs. Peggy Bottom, Chairman
Mrs. Beryl Treloar, Vice-Chairman
W. L. Barnard, Vice-Chairman
Mrs. Mary Gee, Executive Secretary

London District Ontario Public School Men Teachers' Federation

L. R. Groves, President and Committee Chairman
T. D. McClenaghan, Past President
J. H. Leatham, Executive Member
D. W. Slater, Education Finance Consultant

Waterloo County Board of Education, Kitchener

F. W. Stiefelmeyer, Chairman
Mrs. D. Thomas, Trustee, and Chairman of Ad hoc Committee on the
Costs of Education
D. W. Barrie, Trustee
N. A. Hergott, Trustee
H. E. Janke, Trustee
N. A. MacEachern, Trustee
G. C. J. Schlueter, Administrator of Finance
W. J. B. Keith, Administrator of Maintenance and Construction
R. W. MacLean, Assistant Director of Education
J. R. Tummon, Business Administrator and Secretary-Treasurer

Waterloo County Women Teachers' Association

Miss Gale Kay, President
Miss M. A. Johnston, Principal, Winston Churchill School

Individual Presentation

J. Miller, Sarnia

Essex County Board of Education, Leamington

R. A. Cozens, Acting Director of Education
A. D. Law, Business Administrator and Treasurer

Essex County Roman Catholic Separate School Board

P. Trepanier, Trustee
A. Rondot, Trustee
G. D. Dwyer, Superintendent of Separate Schools and Secretary-Treasurer

Windsor Board of Education

D. T. Watson, Chairman
C. R. MacLeod, Director of Education

Individual Presentation

L. Cobban, Mt. Brydges
Mrs. L. Cobban, Mt. Brydges

London District Crippled Children's Treatment Centre

R. S. Eberhard, Trustee
B. Georgeff, Superintendent of Student Services, London Board of
Education

Strathroy and District Association for the Mentally Retarded

J. C. Reily, Past President
L. Cobban, Recreation Director

Individual Presentation

F. A. Leitch, Superintendent of Elementary Education, Essex County
Board of Education

Individual Presentation

J. Fisher, Rodney

Messrs. North, Mackenzie and Simpson

D. G. Simpson, Executive Secretary, Office of International Education,
University of Western Ontario, London
Dr. S. L. North, Ph.d., Consultant in Psychology, Burlington
A. E. D. Mackenzie, Acting Dean of Men, University of Western Ontario,
London, and Vice-Chairman, London Board of Education

October 31, 1972, St. Catharines

Ontario Secondary School Teachers' Federation, Lincoln Division, St.
Catharines

P. deJong, Chairman, C.W.Q.T. Committee, Lincoln Division
J. H. Smith, Principal, Laura Secord Secondary School
P. Kennedy, Head of English, Laura Secord Secondary School

Welland County Roman Catholic Separate School Board

Rev. K. Burns, Trustee
A. Kuska, Superintendent of Separate Schools and Secretary-Treasurer
N. S. MacDonald, Business Administrator
J. A. Dennis, Controller of Plant

Dundas Voice of Women Education Committee

Mrs. Martha Goodings, President

Mrs. Carolyn Kinsley, Director, Canadian University Students Overseas,
McMaster University, Hamilton

Mrs. Ann Yarwood, Program Co-ordinator, Campus Ministry, McMaster
University, Hamilton

Canadian Mental Health Association, Hamilton and District Branch

Mrs. Gail Varah, Chairman, Troubled Child Committee

Mrs. Pat Hileman, Chairman, Sub-Committee on Costs of Education

Mrs. Nancy Adsett, Psychologist

R. J. Kennedy, Vice-Principal, Oakville-Trafalgar High School, Oakville

C. R. Hokansson, Guidance Services, M. M. Robinson High School,
Burlington

Individual Presentation

V. Belyea, Beamsville

Wentworth County Roman Catholic Separate School Board, Hamilton

T. H. Meyer, Superintendent of Business Administration

College of Education, Brock University, St. Catharines

R. Ryckman, Research Assistant

Lincoln County Board of Education, St. Catharines^

D. G. Clark, Chairman

C. G. Erwin, Vice-Chairman

G. R. Allan, Director of Education and Secretary

Individual Presentation

Mrs. F. Willett, Past President, Canadian Federation of University
Women, Niagara Falls

St. Catharines Chamber of Commerce

R. Rawsthorne, General Manager

Niagara South Women Teachers' Association

Mrs. Nancy Riegle, President

Mrs. Mary Hesser, First Vice-President

Mrs. Dorothy Gage, Area Consultant

Corporation of the City of St. Catharines

His Worship Mayor M. Chown

C.T.C. Armstrong, P.Eng., City Administrator

November 27, 1972, Toronto

Individual Presentation

Miss A. I. Fernie, Toronto

Individual Presentation

E. Jones, Don Mills

Individual Presentation

G. D. Mitchell, Willowdale

Individual Presentation

R. W. Dabor, Islington

Individual Presentation

A. K. Lindhorst, Collingwood

January 23, 1973, Toronto

Individual Presentation

S. J. Hale, Toronto

Ontario County Board of Education, Oshawa

M. J. Mowbray, Past Chairman

K. D. Munroe, Director of Education

J. R. Backus, Superintendent of Business Administration

February 20, 1973, Toronto

Better Education Group, Parkdale Collegiate Institute, Toronto

Miss E. Odrach, President

<u>Briefs From Organizations</u>	<u>Number of Brief</u>
Advisory Committee of Hillcrest High School, Ottawa	80
Ahmic Lake Association	102
Better Education Group, Parkdale Collegiate Institute, Toronto	104
Burlington Troubled Child Committee, The Canadian Mental Health Association, Hamilton and District Branch, Hamilton	6
Canadian Association for Children with Learning Disabilities, Ontario Division, Toronto	23
Canadian Mental Health Association, Ontario Division, Toronto	41
College of Education, Brock University, St. Catharines	78
Corporation of the City of Oshawa	105
Corporation of the City of St. Catharines	93
Corporation of the City of Toronto	106
Corporation of the Township of Cartwright, Blackstock	69
Corporation of the Township of Ennismore	81
Corporation of the Township of Hamilton, Cobourg	85
Corporation of the Township of Marathon	76
Corporation of the Township of Percy, Warkworth	71
Corporation of the Township of Pickering	92
Corporation of the Township of Sandwich South, Oldcastle	90
Corporation of the Village of Magnetawan	95
Dryden District Roman Catholic Separate School Board	75
Dundas Voice of Women Education Committee	17
East Parry Sound Board of Education, South River	60
Essex County Board of Education, Leamington	79
Essex County Roman Catholic Separate School Board	97
Etobicoke Elementary Teachers' Association	28
Federation of Women Teachers' Associations of Ontario, Toronto	26
Frontenac County Area 5 Local Education Committee, Kingston	33
Frontenac County Board of Education, Kingston	56

	<u>Number of</u> <u>Brief</u>
Frontenac County Elementary School Principals' Association, Kingston	32
Kapuskasing Board of Education	5
Kapuskasing District Separate School Board	3
King Kirkland Ratepayers and Voters Association	27
Kirkland Lake Board of Education	59
Labour Council of Metropolitan Toronto	25
Lanark County Board of Education, Perth	74
Lanark, Leeds and Grenville County Roman Catholic Separate School Board, Smiths Falls	53
Lennox and Addington County Board of Education, Napanee	84
Lincoln County Board of Education, St. Catharines	72
London Board of Education	29
London Council for Adult Education	99
London District Crippled Children's Treatment Centre	77
London District Ontario Public School Men Teachers' Federation	100
London and Middlesex Council of Home and School Associations	49
London and Middlesex County Roman Catholic Separate School Board	96
Metropolitan Elementary Teachers' Committee of Presidents, Toronto	39
Metropolitan Toronto School Board	42
Mutchmor Home and School Association, Ottawa	86
Niagara South Women Teachers' Association	89
Nipissing Board of Education, North Bay	57
Nipissing District Roman Catholic Separate School Board, North Bay	62
Nipissing Women Teachers' Association, North Bay	61
Messrs. North, Mackenzie and Simpson, London	101
Northumberland and Durham County Board of Education, Cobourg	73
Ontario Association of Architects, Toronto	34
Ontario Association of Education Administrative Officials, Toronto	52
Ontario Association of School Business Officials, Toronto	51

	<u>Number of Brief</u>
Ontario Business Education Association	19
Ontario County Board of Education, Oshawa	54
Ontario Educational Communications Authority, Toronto	46
Ontario Educational Research Council, Toronto	7
Ontario Federation of Agriculture, Toronto	1
Ontario Federation of Labour, Don Mills	9
Ontario Federation of Home and School Associations, Toronto	16
Ontario Federation of School Athletic Associations, Toronto	13
Ontario Geography Teachers Association	30
Ontario Library Association, Toronto	14
Ontario Municipal Recreation Association, Toronto	10
Ontario Music Educators' Association	36
Ontario Public School Men Teachers' Federation, Kirkland Lake Division	63
Ontario School Trustees' Council, Toronto	43
Ontario Secondary School Headmasters' Council, OSSTF, Toronto	22
Ontario Secondary School Teachers' Federation, District 32, Kirkland Lake	20
Ontario Secondary School Teachers' Federation, Lincoln Division, St. Catharines	48
Ontario Secondary School Teachers' Federation, District 33, North Bay	64
Ontario Secondary School Teachers' Federation, District 15, Toronto	11
Ontario Secondary School Teachers' Federation, Toronto	35
Ontario Separate School Trustees' Association, Toronto	50
Ontario Teachers' Federation, Toronto	37
Ottawa Elementary Teachers' Council	103
Ottawa Roman Catholic Separate School Board	87
Peel County Educators' Association	44
Peterborough County Board of Education	83
Peterborough and District Home and School Council	82
Prince Edward County Board of Education, Bloomfield	2
Prologue to the Performing Arts, Toronto	24
Regional Association of Public School Supporters, L'Orignal	8
Renfrew County Chapter, Ontario Technical Directors' Association	21

St. Catharines Chamber of Commerce	91
Sault Ste. Marie District Roman Catholic Separate School Board	66
Sault Ste. Marie Elementary Public School Principals' Association	12
Science Teachers' Association of Ontario, Thornhill	18
Stormont, Dundas and Glengarry County Board of Education, Cornwall	70
Stormont, Dundas and Glengarry County Roman Catholic Separate School Board, Cornwall	88
Strathroy and District Association for the Mentally Retarded, Mt. Brydges	98
Sudbury Board of Education	65
Sudbury District Roman Catholic Separate School Board	68
Teachers' Federation of Carleton, Ottawa	47
Timmins Board of Education	67
Toronto Board of Education	107
Toronto Board of Education Heads of Guidance for Secondary Schools	15
Toronto Symphony Education Committee	31
Toronto Teachers' Federation	45
Urban Development Institute, Ontario Division, Don Mills	40
Waterloo County Board of Education, Kitchener	55
Waterloo County Women Teachers' Association	38
Welland County Roman Catholic Separate School Board	4
Wentworth County Roman Catholic Separate School Board, Hamilton	94
Windsor Board of Education	58

Briefs From Individuals

Charles Anthony	Pickering, Ontario	20
Gordon Atkins	Brockville, Ontario	8
Miss Ginger Ball	Geraldton, Ontario	14
Mrs. Patricia M. Barrow and Mr. C. Crowley	Sault Ste. Marie, Ontario	37
Vern Belyea	Beamsville, Ontario	23
J. T. Bonham	Toronto, Ontario	40

		<u>Number of</u> <u>Brief</u>
Mrs. Lynne Bussey	Willowdale, Ontario	1
Mrs. Marjory H. Catt	Forest, Ontario	6
Mr. and Mrs. Laverne Cobban	Mt. Brydges, Ontario	34
R. W. Dabor	Islington, Ontario	27
Mrs. Judy Dinsdale	Dundas, Ontario	17
Bert Donnelly	Ottawa, Ontario	35
Mrs. B. Down	Pefferlaw, Ontario	11
Mrs. Denise Edwards	Lakefield, Ontario	29
Mrs. Gladys Fairservice	Manitouwadge, Ontario	28
Miss Audrey I. Fernie	Toronto, Ontario	26
John Fisher	Rodney, Ontario	21
Mr. and Mrs. M. Genest	Waterloo, Ontario	13
Mrs. William Glover	Oakville, Ontario	10
S. J. Hale	Toronto, Ontario	22
John H. Hull	St. Catharines, Ontario	30
Austen Jackson	Brantford, Ontario	2
Ernest Jones	Don Mills, Ontario	16
D. Keillor	Toronto, Ontario	39
F. A. Leitch	Leamington, Ontario	33
A. K. Lindhorst	Collingwood, Ontario	25
H. K. Marwood	Barrie, Ontario	24
W. Michalski	Yarker, Ontario	31
James Miller	Sarnia, Ontario	15
Mrs. Joy W. Miller	Temagami, Ontario	3
James Milne	Niagara Falls, Ontario	7
George D. Mitchell	Willowdale, Ontario	12
C. V. Parker	Thunder Bay, Ontario	5
Mrs. Lenora Ruscio	St. Catharines, Ontario	32
N. P. Sieberg	North Bay, Ontario	9
Mrs. L. J. Vallée	Sault Ste. Marie, Ontario	4
Mrs. Ruth Walmsley	Picton, Ontario	19
Thomas R. Warwick	Blenheim, Ontario	18
W. W. Wiley	St. Catharines, Ontario	36
Mrs. F. Willett	Niagara Falls, Ontario	38

PRESENTATIONS BY OFFICIALS OF THE MINISTRY OF EDUCATION

Dr. E. E. Stewart	Deputy Minister	July 19, 1971
		January 8, 1973
		June 26, 1973

EDUCATION DEVELOPMENT DIVISION

J. F. Kinlin	Assistant Deputy Minister	May 22, 1973
--------------	---------------------------	--------------

Curriculum Development Branch:

J. K. Crossley	Director	October 25, 1971
		February 19, 1973

G. R. Podrebarac	Educational Officer	October 4, 1971
------------------	---------------------	-----------------

Planning and Research Branch:

H. E. Gillies	Director	February 19, 1973
---------------	----------	-------------------

Provincial Schools Branch:

W. K. Clarke	Director	March 28, 1973
--------------	----------	----------------

S. C. Gragg	Chief Educational Officer, Ontario Hospital Schools	October 4, 1971
-------------	--	-----------------

Teacher Education and Certification Branch:

J. Bain	Assistant Director	January 31, 1972
---------	--------------------	------------------

Miss D. H. M. Dunn	Educational Officer	October 25, 1971
--------------------	---------------------	------------------

W. E. Mitchell	Educational Officer	January 31, 1972
----------------	---------------------	------------------

EDUCATION ADMINISTRATION DIVISION

G. H. Waldrum	Assistant Deputy Minister	October 25, 1971
---------------	---------------------------	------------------

Curriculum Services Branch:

A. H. Dalzell	Educational Officer	February 19, 1973
---------------	---------------------	-------------------

Miss T. M. Forman	Educational Officer	October 4, 1971
-------------------	---------------------	-----------------

D. A. Penny	Educational Officer	February 19, 1973
-------------	---------------------	-------------------

D. I. Rose	Educational Officer	October 4, 1971
------------	---------------------	-----------------

Educational Exchange Branch:

A. T. Carnahan	Director	October 25, 1971
		March 28, 1973

Miss G. R. Munnings	Educational Officer	March 28, 1973
---------------------	---------------------	----------------

School Business and Finance Branch:

G. D. Spry	Director	October 4, 1971 February 19, 1973
J. Martin	Coordinator, Regional Business Administration	February 19, 1973
E. J. Penheiro	Capital Budget Officer	August 28, 1972
R. F. Lawton	Chief Architect, Archi- tectural Services	August 28, 1972
R. K. Fletcher	Chief Officer, Grants Services Section	October 4, 1971

Supervisory Services Branch:

H. K. Fisher	Director	March 28, 1973
W. C. VanderBurgh	Educational Officer	March 28, 1973

Regional Offices of EducationRegion 1, Northwestern Ontario:

R. R. Steele	Regional Director	October 16, 1972
--------------	-------------------	------------------

Region 2, Midnorthern Ontario:

W. M. Ransberry	Area Superintendent	October 3, 1972
K. E. Junkin	Coordinator, Education Resource Centre	October 3, 1972
Mrs. P. E. Lawrence		October 3, 1972

Region 3, Northeastern Ontario:

J. J. Sullivan	Assistant Regional Director	October 2, 1972
D. Alexander	Assistant Regional Business Administrator	October 2, 1972

Region 4, Western Ontario:

D. W. Scott	Regional Director	October 30, 1972
H. A. Griffith	Assistant Regional Director	October 30, 1972

Region 5, Midwestern Ontario:

R. F. Bornhold	Regional Director	October 30, 1972
----------------	-------------------	------------------

Region 6, Niagara:

H. B. Henderson	Regional Director	October 31, 1972 May 22, 1973
-----------------	-------------------	----------------------------------

Region 9, Eastern Ontario:

R. W. Froats	Regional Director	October 23, 1972
--------------	-------------------	------------------

Region 10, Ottawa Valley:

L. G. Guptill

Regional Business
Administrator

October 24, 1972

ADMINISTRATIVE AND FINANCIAL SERVICES DIVISION

J. S. Stephen

Assistant Deputy Minister

June 26, 1973

Budget Services Branch:

Mrs. M. R. Barclay

Director

March 29, 1973
June 26, 1973

Education Data Processing:

S. J. Glasser

Research Manager

April 17, 1973

B. Hildebrand

Liaison Officer, Customer
Services

April 17, 1973

Education Records Branch:

A. H. Milne

Director

April 17, 1973

Financial Management Branch:

O. C. Tidbury

Director

March 29, 1973

Management Services Branch:

B. M. Hannigan

Director

April 17, 1973

G. Lefort

Chief Officer, Operational
Services Section

April 17, 1973

Personnel Branch:

A. H. Glendenning

Director

March 28, 1973

Educational Resources Allocation System Task Force:

D. S. Lawless

Director

April 17, 1973

COMMUNICATION SERVICES

J. R. DiProfio

Director

June 26, 1973

M. Seymour

Administration and Special
Projects Officer

June 26, 1973

M. Overholt

Information Officer,
Broadcasting

May 22, 1973
June 26, 1973

COUNCIL ON FRENCH LANGUAGE SCHOOLS

Dr. L. Carrière

Chairman

May 22, 1973

MEETINGS WITH REPRESENTATIVES OF PROVINCIAL AGENCIES

APPENDIX I

The Ontario Educational Communications Authority

January 22, 1973

T. R. Ide	Chairman and Director
P. G. Bowers	General Manager
D. M. Walker	Director, Corporate Affairs
Dr. L. Miller	Director of Programming
Dr. Vera M. Nowakowski	Superintendent, Teacher Education and Early Childhood
I. G. McHaffie	Educational Officer, Ministry of Education
C. H. Williams	Director, Information and Utilization
R. DeMers	Director of Finance, Administration and Personnel
J. Syrett	Superintendent, School and Youth
Dr. J. Myer	Consultant
I. Waniewicz	Superintendent, Research and Development
J. Labow	Educator-Producer
Ms. Maggie Stratton	Executive Producer
S. Greenberg	Supervisor, Contracts and Agreements
Ms. Marlene Greenbury	Copyright Clearance Officer
M. Fotheringham	Associate Superintendent, Administrative Services
K. Holen	Director, Engineering and Operations
Ms. Jackie Abraham	Operations Coordinator
Ms. Ruth Vernon	Project Consultant

The Ontario Institute for Studies in Education

May 22, 1973

Dr. R. W. B. Jackson	Director
----------------------	----------

Teachers' Superannuation Commission

March 28, 1973

J. R. Causley	Director
---------------	----------

Dr. J. J. Deutsch

Principal
Queen's University
Kingston

January 11, 1972

A. D. Margison

President
A. D. Margison and Associates Limited
Don Mills

April 5, 1972

R. S. Ritchie

Senior Vice-President and Director
Imperial Oil Limited
Toronto

February 29, 1972

Professor T. H. B. Symons

President
Trent University
Peterborough

Chairman
Ministerial Commission on French Language
Secondary Education

June 27, 1972

Dr. W. Winegard

President
University of Guelph
Guelph

February 29, 1972

MEETINGS WITH EDUCATION OFFICIALS OF OTHER PROVINCESALBERTA

Department of Education: December 13, 1972

Dr. E. K. Hawkesworth	Deputy Minister of Education
Dr. W. R. Duke	Associate Director of Field Services
Dr. S. N. Odynak	Director of School Buildings
W. L. Hill	Research Assistant to the Deputy Minister
Dr. E. A. Torgunrud	Director of Curriculum
A. Bredo	Director of Finance, Statistics and Legislation

Edmonton Public School Board: December 13, 1972

M. A. Strembitsky	Acting Superintendent
T. W. Meen	Associate Superintendent, Business
G. P. Nicholson	Associate Superintendent, Educational Administration
R. A. Jones	Deputy Secretary-Treasurer
C. Daneliuk	Assistant Superintendent, Research, Development and Information

BRITISH COLUMBIA

Department of Education: December 11, 1972

J. Phillipson	Deputy Minister of Education
J. L. Canty	Superintendent of Administrative Finance
W. D. Reid	Superintendent of Field Services
S. E. Espley	Superintendent of Financial Services
J. R. Meredith	Superintendent of Instructional Services
Mrs. A. Sojonky	Acting Director, Research and Development
Dr. C. B. Conway	Director of Research and Standards

Vancouver School District No. 39: December 12, 1972

Dr. R. F. Sharp	Superintendent of Schools
Dr. J. H. Wormsbecker	Head of Education and Assistant Superintendent
D. L. Pritchard	Head of Planning and Evaluation
J. E. Robertson	Head of Business Administration

Greater Victoria School District No. 61:

December 11, 1972

A. J. Longmore	District Superintendent
E. Shaw	Secretary-Treasurer
A. English	Assistant Director of Facilities and School Support
P. C. Glover	Director of Business
Dr. J. Wiens	Director of Instruction, Administration
G. A. V. Thomson	Director of Instruction, Curriculum

MANITOBADepartment of Education:

December 15, 1972

Honourable B. Hanuschak	Minister of Education
Dr. W. C. Lorimer	Deputy Minister of Education
J. G. Burrows	Acting Assistant Deputy Minister, Curriculum Child Development Services, Special Education
R. W. Dalton	Associate Deputy Minister, Administration, and Chairman of Public Schools Finance Board
Dr. L. Orlikow	Assistant Deputy Minister, Planning and Research

Winnipeg School Division No. 1:

December 15, 1972

C. F. Moir	Superintendent of Schools
W. N. Donald	Superintendent of Elementary Schools
H. Pollock	Superintendent of Secondary Schools
H. J. Benningen	Secretary Treasurer
J. R. Hayes	Assistant Secretary-Treasurer
F. A. Johnston	Director of Maintenance
B. Scott	Comptroller
M. R. Smith	Assistance Superintendent, Research
J. K. Cooper	Assistant Superintendent, Professional Development

NEW BRUNSWICKDepartment of Education:June 13, 1973
(Toronto) May 16, 1973

D. B. Estabrooks	Chief Superintendent of Schools
R. G. Cornell	Director of Administrative Services

Board of School Trustees, School
District No. 20:

(Toronto) May 16, 1973

G. S. Brewer

Secretary and Director of Business

NEWFOUNDLAND

Department of Education:

October 26, 1972

C. Roebathan

Deputy Minister of Education

Dr. C. K. Brown

Director of Instruction

M. Riggs

Chief Superintendent

C. Grant

Director of Administration

C. Andrews

Director of Special Services

The Avalon Consolidated School Board:

October 26, 1972

N. Kelland

Assistant Superintendent

NOVA SCOTIA

Department of Education:

October 24, 1972

G. W. MacKenzie

Director, Inspection Services

Dr. A. B. Morrison

Director, Youth Education

Halifax Board of School Commissioners:

October 24, 1972

A. T. Conrad

Director of Education

PRINCE EDWARD ISLAND

Department of Education:

October 23, 1972

L. R. Moase

Deputy Minister of Education

R. Ewing

Director of Elementary and Secondary
Education

M. J. Cahill

Director of Administration

C. Campbell

Director of Planning

J. A. S. Williams

Chief of Curriculum

Regional Administrative Unit No. 2:

October 23, 1972

F. J. McNeill

Superintendent of Schools

R. P. Noonan

Assistant Superintendent of Schools

QUEBECDepartment of Education:

(Toronto) June 15, 1973

Mrs. K. Francoeur-Hendriks	Director General of Elementary and Secondary Education
J. L. Thibeault	Assistant Director General of Elementary and Secondary Education
S. White	Director General of Finance

SASKATCHEWANDepartment of Education:

December 14, 1972

L. H. Bergstrom	Deputy Minister of Education
L. M. Ready	Associate Deputy Minister
C. Amundrud	Chief, School Administration
R. E. Clayton	Director, Educational Administration

Regina Public School District No. 4 and
Collegiate Institute Board:

December 14, 1972

J. A. Burnett	Director of Education
M. J. McIver	Superintendent, Instruction Division
A. Robb	Superintendent, Program Development Department
W. B. Knoll	Superintendent, Business Affairs Division
V. Gross	Superintendent, Educational Facilities Division
W. P. W. Steer	Administrative Assistant to the Director
R. B. Chisholm	Assistant Superintendent
Mrs. H. E. Ford	Assistant Superintendent
M. Popp	Assistant Superintendent
I. G. Wright	Assistant Superintendent

ATTENDANCE OF STAFF AT CONFERENCES

Fifth Annual Meeting of the Education Commission of the States, Boston, Massachusetts	July 6-9, 1971
Educational Testing Service Conference on Programs of Continuing Education, Princeton, New Jersey	November 13-20, 1971
27th Annual Conference of the Association for Supervision and Curriculum Development, Philadelphia, Pennsylvania	March 4-8, 1972
50th Annual Conference of The Council for Exceptional Children, Washington, D. C.	March 19-24, 1972
National Education Association 15th National Conference on School Finance, New York, N.Y.	March 26-28, 1972
Conference on Teacher Education, The Centre for Continuing Education, York University, Downsview, Ontario	May 4-5, 1972
Canadian Teachers' Federation Education Finance Seminar, Ottawa, Ontario	May 7-10, 1972
Conference of the Ontario Association of School Business Officials, Toronto, Ontario	May 14-16, 1972
Sixth Annual Meeting of the Education Commission of the States, Los Angeles, California	May 17-19, 1972
Chief Executive Officers' Conference, Gravenhurst, Ontario	June 15-17, 1972
Fourth Annual St. Francis Xavier Institute on the Nongraded School, Antigonish, Nova Scotia	August 30, 1972 to September 11, 1972
Conference of the Canadian Association of School Administrators, Winnipeg, Manitoba	September 18-20, 1972
Conference of the Canadian Education Association, Winnipeg, Manitoba	September 20-22, 1972
Twenty-eighth Annual Conference of the Association for Supervision and Curriculum Development, Minneapolis, Minnesota	March 17-21, 1972
Annual Convention of the Ontario Association School Business Officials, Toronto, Ontario	May 13-16, 1973
Educational Testing Service Conference on Improving School Effectiveness, Washington, D.C.	May 18, 1973
Conference on Simulation, The Ontario Institute for Studies in Education, Toronto, Ontario	June 4, 1973
Conference of Ontario Association of Education Administrative Officials, Barrie, Ontario	June 14-16, 1973

PROJECTS UNDERTAKEN BY CONSULTING FIRMS

A. DEVELOPMENT OF COMPARISONS OF SALARY LEVELS AND EMPLOYEE BENEFIT
PLANS FOR EMPLOYEES OF BOARDS OF EDUCATION IN ONTARIO:

Hay Associates Canada Limited, Toronto

P. J. Kehoe, Project Director

D. M. Young

D. A. Boyle

F. G. Dennis

S. G. Ilk

R. G. Leahy

R. E. Sanderson

B. FINANCING STUDY:

Price Waterhouse Associates, Toronto

P. F. Oliphant, Project Director

R. F. Hogan

R. Bartlett

R. Wood

C. THE SHAPE OF THE CENTRAL OFFICE: A STUDY OF ADMINISTRATIVE STAFFING
IN ONTARIO:

The Ontario Institute for Studies in Education

Dr. E. S. Hickcox, Project Director

J. J. Ducharme

Dr. D. W. Ryan

H. D. Joyce

C. TEACHER COST MODELS:

The Ontario Institute for Studies in Education

Dr. G. S. Tracz, Principal Investigator

W. A. Burtnyk, Research Officer

FINANCIAL REPORT OF COMMITTEE

Under date of September 16, 1971, Treasury Board for the Province approved a budget of \$1,300,000 for the work of the Committee on the Costs of Education in Ontario.¹ The total expenditures made by the Committee to April 30, 1978, amounted to \$646,413.25 as shown in Table 17. Consequently, the final cost to the Province will be slightly under fifty per cent of the allocated sum. This result was achieved because the Committee was cost-conscious from its inception and because both Committee and Staff members exercised restraint and rigid control to minimize the financial impact of the Committee's work on the taxpayer. The fact that it was possible to conduct the necessary studies and to produce seven Interim Reports and this Final Report for an amount under fifty per cent of the original allocation attests to the success the Committee achieved in its desire to effect economy in the exercise of its mandate and to conduct its work in a responsible and efficient manner.

Implementation, at least in part, of some of the Committee's recommendations resulted in substantial financial savings to the province. For example, the closing of the Peterborough Teachers' College and the Stratford Teachers' College in 1973 has saved several million dollars. The recommendation to reduce the amount of capital expenditure for school facilities also achieved a saving of many millions of dollars, not only in initial capital outlay but also in interest payments on debentures over the usual period of twenty years. If the full recommendations of the Committee in each of these examples had been implemented by closing the Ottawa Teachers' College and the Hamilton Teachers' College and by integration of the Toronto Teachers' College with the then Ontario College of Education, and if the annual capital outlay for school facilities had been put at \$50 million, the savings could have been multiplied many times over. Events since the recommendations were made have supported and justified their full implementation. When to these examples are added the many other

¹Memorandum from Mr. J. S. Stephen, Assistant Deputy Minister, Department of Education, under date of July 7, 1972, enclosing copy of extract from the Minutes of the Treasury Board meeting of September 16, 1971.

TABLE 17

COMMITTEE ON THE COSTS OF EDUCATION

STATEMENT OF EXPENDITURES¹

	<u>1971-72</u>	<u>1972-73</u>	<u>1973-74</u>	<u>1974-75</u>	<u>1975-76</u>	<u>1976-77</u>	<u>1977-78</u>	<u>Total</u>
	\$	\$	\$	\$	\$			
<u>Salaries</u>								
Honoraria to Committee:								
Chairman								NIL
Members ²	4,980.00	9,480.00	2,040.00	360.00		1,680.00		18,540.00
Professional Staff (Civil Servants)	39,863.20	56,065.10	25,406.40					121,334.70
Staff Seconded from Boards of Education	31,304.60	83,170.96	27,844.72			5,839.59		148,159.87
Support Staff								
Civil Servant	1,290.00	8,285.40	4,085.85					13,661.25
Unclassified Staff	12,076.65	28,766.64	11,785.74	9,307.64				61,936.67
Temporary Staff								
Employment Agencies	1,119.34	1,889.50	1,036.24	4,830.30	2,237.69	9,437.17	2,087.46	22,637.70
Department of Civil Service	1,485.80	4,675.49	448.13					6,609.42
Contractual Research		113,200.00	3,175.00					116,375.00
Salary Benefits	3,554.75	6,177.65	961.94	21.42	3.25			10,719.01
<u>Transportation and Communications</u>								
Travel for Committee:								
Chairman								NIL
Members	3,989.17	6,509.24	1,433.32	152.80		2,439.18	19.69	14,543.40
Travel for Staff								
Public Servants	1,799.68	3,692.04	275.83	142.81		95.58		6,005.94
Staff Seconded from Boards	5,443.18	11,373.10	2,144.38					18,960.66

TABLE 17 (Continued)

COMMITTEE ON THE COSTS OF EDUCATION									
STATEMENT OF EXPENDITURES									
	<u>1971-72</u>	<u>1972-73</u>	<u>1973-74</u>	<u>1974-75</u>	<u>1975-76</u>	<u>1976-77</u>	<u>1977-78</u>	<u>Total</u>	
	\$	\$	\$	\$	\$	\$		\$	
Government Car (vehicle use, insurance, maintenance, parts, gas, oil)	627.94	945.13	25.87	7.08				1,606.02	
Miscellaneous Travel (taxis to meetings, deliveries)									
Postage (petty cash) and Freight	98.55	36.91	10.85	35.42				181.73	
Telephone	815.68	1,501.90	570.87	523.58	19.41	3.33		3,434.77	
Charges for Services									
Advertising	11,375.46							11,375.46	
Data Processing	16.50							16.50	
Rental of Calculator		108.66						108.66	
Duplicating									
Rental of Duplicating Machine and Copy Charges	6,738.75	6,665.76	3,430.50	5,219.03	287.74	500.12	257.36	23,099.26	
Other		62.86	6.60		18.30			87.76	
Printing Services	394.27	11,447.82				284.98		12,127.07	
Reception, Meeting Rooms	702.52	1,063.85	303.72	23.40		85.80		2,179.29	
Rental Space - Parking	195.00	495.00	135.00					825.00	
Repairs to Office Machines	17.00	76.46	98.60					192.06	
Transcription Services		2,614.75		2,400.00				5,014.75	
Memberships	80.40	105.00	60.36					245.76	

TABLE 17 (Continued)

COMMITTEE ON THE COSTS OF EDUCATION
STATEMENT OF EXPENDITURES

	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	Total
Office Supplies and Equipment								
Furniture and Equipment	\$ 8,007.13	\$ 285.59	\$ 36.28	\$	\$	\$	\$	\$ 8,329.00
Publications	842.90	209.08	237.18	88.22	6,243.87			7,621.25
Stationery and Office Supplies								
Basic Fabricated Materials								
Stationery and Office Supplies	3,125.40	3,148.04	212.97	208.97	76.87	3,713.04		10,485.29
TOTALS	\$139,943.87	\$362,051.93	\$85,766.35	\$23,320.67	\$8,887.13	\$24,078.89	\$2,364.51	\$646,413.25

Note: ¹ A total budget of \$1,300,000.00 was approved by Treasury Board, under date of September 16, 1971. Unexpended portion of original allocation is \$1,300,000 - \$646,413.25 = \$653,586.75

² An honorarium of \$60 per day was paid to each member of the Committee for each meeting attended.

recommendations, the potential for economies and a wiser use of scarce resources that could have been realized was and is substantial. The fact that these outcomes could have been achieved without any negative impact on educational programs for students and that new and improved programs might have been implemented means that, for whatever reasons, opportunities have been lost. Fortunately, decisive action based on factual data, sound evidence, and rational analysis provided by the Committee in its recommendations is still possible. If such action is taken, the value of the Committee's work to the educational system in Ontario will be greatly enhanced.

Every effort was made to achieve economy in the provision of office furniture, equipment and supplies. The Department of Education provided office furniture from its stock of these items. Equipment to the value of \$8,007.13 was purchased for the Committee. The furniture was subsequently returned to the Department along with the equipment, which was in excellent condition, and the unused supplies. The cost of equipment and supplies is included in the financial statement of the Committee. No amount has been credited in the statement to compensate for the residual value of the equipment and unused supplies made available to the Department.

A major item of expenditure was for contractual research in the amount of \$116,375. Hay Associates Canada Limited, Toronto, did a study which made a significant contribution to Interim Report Number Six and Price Waterhouse Associates, Toronto, conducted a financial analysis which was used in Interim Report Number Seven. Contracts for these projects were awarded by tender. They accounted for more than \$100,000 of the total of \$116,375. The two remaining studies were done by staff members of The Ontario Institute for Studies in Education and were helpful in the development of several Interim Reports.

A second area of substantial expenditure was for salaries paid to school boards to compensate them for the loss of services of their senior staff members who were seconded on loan to the Committee. The payments for this item were the actual amounts which the boards were obligated to pay these

officials had they remained on duty with their boards.

Necessary travel and living expenses for Committee members and staff, in connection with the work of the Committee, were paid on submission of expense accounts supported by vouchers, in accordance with the requirements of the Ministry of Education and the Provincial government.

Government policy dictates that "duplication, printing and distribution of reports arising from inquiries, studies and investigations, including Royal Commissions be considered the responsibility of the Government rather than that of the study group, task force or of the Royal Commissioners."² The chairman of each such group is "required to deliver only a small number of typewritten or mimeographed and signed reports for use by the Minister or the Lieutenant Governor in Council." The Committee on the Costs of Education delivered a minimum of four copies of each of its Reports to the Minister of Education. However, in spite of the policy statement, most of the amount of \$11,447.82 for printing services in 1972-73 was charged to the Committee for printing of Interim Report Number One. Consequently, the actual costs incurred by the Committee should be reduced by the amount of this item.

The Committee believes that the public should be fully informed about the use of public funds spent in the process of complying with the Committee's terms of reference. In accordance with that commitment, the detailed information in Table 17 and this statement are included as part of the Final Report of the Committee.

²Letter from Dr. E. E. Stewart, Deputy Minister of Education, under date of June 20, 1972, enclosing copy of memorandum from Mr. G. H. U. Bayly, Secretary of the Management Board, under date of June 8, 1972.

- Allen, James E., "Perspectives on School Finance", *Perspectives on Education*, Spring, 1971, Teachers College, Columbia University, New York, pp. 1-7.
- Anderson, C. Arnold, "Some Heretical Views on Educational Planning", *Comparative Education Review*, Vol. 13, No. 3, October, 1969, pp. 260-275.
- Andrew, G. M., and Moir, R. E., *Information - Decision Systems in Education*, F. E. Peacock Publishers, Inc., Itasca, Illinois, 1970.
- Atherton, Peter, "Educational Finance: Some Problems in the 1970's", *Education Canada*, Vol. 10, No. 3, September, 1970, pp. 32-37.
- Atherton, P. J., "Summary of Educational Finance, Nova Scotia", (Mimeograph).
- Atkinson, A. G., Barnes, K. J., and Richardson, Ellen, *Canada's Highly Qualified Manpower Resources*, Research Branch, Program Development Service, Department of Manpower and Immigration, Canada, 1970.
- Baker, Walter, "Management by Objectives: A Philosophy and Style of Management for the Public Sector", *Canadian Public Administration*, Vol. 12, No. 3, Fall, 1969, pp. 427-443.
- Beeby, C. E., (Editor), *Qualitative Aspects of Educational Planning*, Unesco: International Institute for Educational Planning, Paris, 1969.
- Bereday, George, Z. F., and Lauwreys, J. A., *Educational Planning*, Harcourt, Brace and World, Inc., New York, 1967.
- Bogue, D. J., *Principles of Demography*, John Wiley & Sons, Inc., New York, 1969.
- Bowen, William G., *Economic Aspects of Education*, Industrial Relations Section, Department of Economics, Princeton University, Princeton, New Jersey, 1964.
- Bowers, C. A., "Accountability From a Humanist Point of View", *The Educational Forum*, Vol. 35, No. 4, May, 1971, pp. 479-486.
- Callahan, R. E., *Education and the Cult of Efficiency*, The University of Chicago Press, Chicago, 1962.
- Callbeck, E. G., (Editor), *Direction for Education: Report of the Elementary School Program Commission of the Public School Board, Calgary, 1965-1967*, Two volumes, Calgary Public School Board, Calgary, Alberta, 1968.

- Cameron, D. M., *"The Politics of Education in Ontario with Special Reference to the Financial Structure"*, Ph.D. Thesis, University of Toronto, 1969.
- Campbell, Roald F., *"Intergovernmental Relations and the Governance of Education"*, An address prepared for the conference sponsored by the Education Commission of the States, Jackson Hole, Wyoming, August 9-11, 1971, (Mimeograph).
- Chadwick, George, *A System View of Planning*, Pergamon of Canada Ltd., 207 Queen's Quay West, Toronto, 1971
- Chase, Samuel B., Jr., (Editor), *Problems in Public Expenditure Analysis*, Studies of Government Finance, The Brookings Institution, Washington, D.C., 1968.
- Clarke, S. C. T., and Coutts, H. T., *"The Future of Teacher Education"*, Faculty of Education, The University of Alberta, Edmonton, (Mimeograph).
- Cohen, David K., "The Economics of Inequality", *Saturday Review*, April 19, 1969, p. 64ff.
- Cohn, Elchanan, *The Economics of Education*, Lexington Books, D. C. Heath and Company, Toronto, 1972.
- Collins, Larry, "Teacher Education: the move to the campus", *New Dimensions*, Vol. 6, No. 3, November, 1971, Ontario Department of Education, Mowat Block, Queen's Park, Toronto, pp. 7-12.
- Conrad, M. J., et al., "A Model for Comprehensive Educational Planning", *Planning and Changing*, Vol. IV, No. 1, Spring, 1973, Illinois State University, Normal, Illinois, pp. 3-14.
- Coombs, Philip H., *The World Educational Crisis: A Systems Analysis*, Oxford University Press, Toronto, 1968. (68-29716).
- Coons, J. E., Clune, W. H., and Sugarman, S. D., *Private Wealth and Public Education*, The Belknap Press of Harvard University Press, Cambridge, Massachusetts, 1970.
- Coutts, W. B., (Editor), *An Exploratory Cost Analysis of Some Canadian Universities: The Report of the Study of the Costs of University Programmes in Canada*, Association of Universities and Colleges of Canada, Ottawa, 1970.
- Cox, P. R., *Demography*, Cambridge University Press, 1970.
- Cumming, C. E., *Studies in Educational Costs*, Scottish Academic Press, Edinburgh, 1971.
- Davis, William G., "Ontario Education Today: Investment in the Future", Address to the Caledon Ratepayers' Association, 1971.

- Dibski, D. J., *"Summary of Educational Finance for the Province of Saskatchewan, 1971"*, Department of Educational Administration, University of Saskatchewan, Saskatoon, 1971, (Mimeograph).
- Drucker, Peter F., *The Age of Discontinuity: Guidelines to Our Changing Society*, Harper and Row, New York, 1968.
- Edding, Friedrich, *Methods of Analysing Educational Outlay*, Unesco, Paris, 1966.
- Elam, Stanley, and Swanson, G. J., *Educational Planning in the United States*, F. E. Peacock Publishers, Inc., Illinois, 1969.
- Faure, Edgar, et al., *Learning To Be: The World of Education Today and Tomorrow*, Unesco, Paris, 1972, and The Ontario Institute for Studies in Education, Toronto, 1973.
- Fleming, W. G., *Ontario's Educative Society/I: The Expansion of the Educational System*, University of Toronto Press, Toronto, 1971.
- Fleming, W. G., *Ontario's Educative Society/V: Supporting Institutions and Services*, University of Toronto Press, Toronto, 1971.
- Galbraith, J. Kenneth, *The New Industrial State*, Houghton Mifflin, Boston, 1967.
- Gardner, John W., *Excellence: Can We Be Equal and Excellent Too?*, Harper and Brothers, New York, 1961.
- Gardner, John W., *Self-Renewal: The Individual and the Innovative Society*, Harper and Row, New York, 1963.
- Goodlad, J. I., O'Toole, J. F., and Tyler, L. L., *Computers and Information Systems in Education*, Harcourt, Brace and World, Inc., New York, 1966.
- George, M. V., Demographic Analysis and Research Section, and Zayachkowski, W., Vital Statistics Section, *Mortality Trends in Canada, 1926-1966*, Dominion Bureau of Statistics, Ottawa, March, 1968, (Mimeograph).
- George, M. V., *Internal Migration in Canada*, Demographic Analysis and Research Section, Census Division, Dominion Bureau of Statistics, Queen's Printer, Ottawa, Canada, 1970.
- Greenfield, T. Barr, et al., *Developing School Systems: Planning, Organization and Personnel*, The Ontario Institute for Studies in Education, Toronto, 1969.
- Haberman, Martin, "Educating the Teachers: Changing Problems", *Freedom, Bureaucracy and Schooling*, Association for Supervision and Curriculum Development, N.E.A., 1201 Sixteenth Street N.W., Washington, D.C., 1971, pp. 110-126.

- Harman, W. G., *"Policy Models for Planning Teacher Manpower"*, A Thesis submitted in conformity with the requirements for the Degree of Doctor of Philosophy in the University of Toronto, 1971.
- Hart, L. A., *The Classroom Disaster*, Teachers College Press, Teachers College, Columbia University, New York, 1969.
- Haubrich, V. F., (Editor), *Freedom, Bureaucracy and Schooling*, Association for Supervision and Curriculum Development, N.E.A., 1201 Sixteenth Street N.W., Washington, D.C., 1971.
- Hauser, P. M. and Duncan, O. D., *"The Study of Population", An Inventory and Appraisal*, The University of Chicago Press, Chicago, 1969.
- Hechinger, F. M., (Editor), *Pre-School Education Today*, Doubleday and Company, Inc., Garden City, New York, 1966.
- Humphreys, Edward H., *Schools in Change: A Comparative Survey of Elementary School Services, Facilities, and Personnel, 1965-1969*, Occasional Papers No. 6, The Ontario Institute for Studies in Education, Toronto, 1970.
- Husby, P. J., *"Provincial Grant Summary - Manitoba"*, Faculty of Education, University of Manitoba, Winnipeg, 1971, (Mimeograph).
- Kalbach, W. E., *The Impact of Immigration on Canada's Population*, Census Division, Dominion Bureau of Statistics, Queen's Printer, Ottawa, 1970.
- Kellest, W. R., (Chairman), *A Forward Look: Final Report of the Governor's Commission on Education*, November, 1970, State Office Building, State of Wisconsin, 1970.
- Keyes, Robert W., *"A Route to Using Resources More Effectively"*, *Education Canada*, Vol. 10, No. 3, September, 1970, pp. 38-41.
- Koch, William H., Jr., *Top Executive Success*, Executive Reports Corporation, Englewood Cliffs, New Jersey, 1969.
- Kraft, R. H. P., *Strategies of Educational Planning*, Educational System Development Center, College of Education, The Florida State University, Tallahassee, Florida, 1969.
- Likert, Rensis, *The Human Organization, Its Management and Value*, McGraw-Hill, New York, 1967.
- Mabey, G. W., and Page, J. W., *"New Brunswick's Public Schools System"*, A Paper Presented to the Faculty of the Department of Educational Administration, University of Alberta, Edmonton, December, 1971.
- Macleod, Betty and Ivison, Carol, *Mortality in Ontario: Abridged Life Tables for the Ten Economic Regions of the Province (1956, 1961, and 1966)*, Department of Educational Planning, The Ontario Institute for Studies in Education, Toronto, 1970.

- Macleod, Betty, Ivison, Carol, and Bidani, Nirmala, *Patterns and Trends in Ontario Population*, Department of Educational Planning, The Ontario Institute for Studies in Education, Toronto, April, 1972.
- MacLeod, C. R., (Chairman), *Report of the Minister's Committee on the Training of Elementary School Teachers, 1966*, Ontario Department of Education, Toronto, 1966.
- Manning, William G., *Toward a Breakthrough in Education: A Systems Approach to Education Productivity*, M and M Systems Research Limited, Edmonton, 1970.
- McClure, R. M., (Editor), *The Curriculum Retrospect and Prospect*, The Seventieth Yearbook of the National Society for the Study of Education, The University of Chicago Press, Chicago, 1971.
- Miller, J. Irwin, "Changing Priorities: Hard Choices, New Price Tags", *Saturday Review*, January 23, 1971, p. 36ff.
- Miller, James L., *State Budgeting for Higher Education*, Institute of Public Administration, The University of Michigan, Ann Arbor, 1964.
- Milliken, W. G., "Special Message to the Legislature on Excellence in Education-Equity in Taxation", Message to Legislature of the State of Michigan by Governor William G. Milliken, April 12, 1971.
- Mitclos, E., Bourgette, Cowley, S., *Perspectives on Educational Planning*, Human Resources Research Council, Edmonton, Alberta, May, 1972.
- Morphet, E. L., *Designing Education for the Future*, Citation Press, New York:
- No. 1 - *Prospective Changes in Society by 1980*, 1967
 - No. 2 - *Implications for Education of Prospective Changes in Society*, 1967
 - No. 3 - *Planning and Effecting Needed Changes in Education*, 1967
 - No. 4 - *Cooperative Planning for Education in 1980: Objectives, Procedures, and Priorities*, 1968
 - No. 5 - *Emerging Designs for Education: Program Organization, Operation and Finance*, 1968
 - No. 6 - *Planning for Effective Utilization of Technology in Education*, 1969.
- Officer, L. H., and Smith, L. B., *Canadian Economic Problems and Policies*, McGraw-Hill Company of Canada Limited, 1970.
- Orcutt, G. H., Greenberger, M., Korbel, J., and Rivlin, A. M., *Micro-analysis of Socioeconomic Systems: Simulation Study*, Harper R. Row, Publishers, Inc., New York, 1961.

- Patten, F. G., (Chairman), *Report of the Minister's Committee on the Training of Secondary School Teachers, 1962*, Ontario Department of Education, Toronto, 1962.
- Pedersen, K. George, *"Administrative Rationality and Increased Productivity in the Educational System"*, Keynote Address, Conference on Education Finance, Constellation Hotel, Toronto, May 30, 1971.
- Pfeiffer, John, *New Look at Education: Systems Analysis in our Schools and Colleges*, The Odyssey Press, New York, 1968.
- Porter, John W., *"Financing Michigan Public Elementary and Secondary Education"*, Memorandum to State Board of Education by Dr. John W. Porter, Superintendent of Public Instruction, State of Michigan, September 1, 1971.
- Prueter, K. F., and Hedges, H. G., *Planning for Progress Within Larger School Units*, The Copp Clark Publishing Company, Toronto, 1970.
- Rachlis, Louise, "Teacher Education Professional Development", *New Dimensions in Education*, Vol. 4, No. 3, June, 1969, Ontario Department of Education, Toronto, pp. 3-6.
- Richards, D. M., *"Provincial Grant Summary - Alberta"*, Faculty of Education, The University of Alberta, Edmonton, 1971.
- Roberts, Harry, "The Planner's Dilemma: In-State or Out-of-State Expertise?", *Compact*, Vol. 3, No. 1, February, 1969, pp. 7-9.
- Roberts, W. Glyn, "How to Apply a Systems Analysis Approach to Educational Growth", *Education Canada*, Vol. 10, No. 3, September, 1970, pp. 9-13.
- Rogers, R. S., *Who Leaves and Why?: Pupil Attrition in Toronto Public Schools*, Research Department, The Board of Education for the City of Toronto.
- Samuel, T. J., *The Migration of Canadian-Born Between Canada and the United States of America, 1955 to 1968*, Research Branch, Program Development Service, Department of Manpower and Immigration, Information Canada, Ottawa, 1971.
- Saunders, R. E., *Financing Public Education in Ontario 1970*, Ontario Secondary School Teachers' Federation, Toronto, 1970.
- Scott, G. J., and Ducharme, D. J., *The Planning Process: A Systems Perspective for School Boards*, Department of Educational Administration, The Ontario Institute for Studies in Education, Toronto, 1972.
- Silberman, C. E., *Crisis in the Classroom: The Remaking of American Education*, Random House, New York, 1970.
- Skogstad, Judy, *Student Mobility in Vancouver Elementary Schools*, Department of Planning and Evaluation, Board of School Trustees, 1595 West 10th Avenue, Vancouver 9, B.C., August, 1972.

- Smith, Ralph A., "An Educator's View of Industrial and Educational Growth", *The Educational Forum*, Vol. 35, No. 1, November, 1970, pp. 15-23.
- Spengler, J. J., and Duncan, O. D., *Demographic Analysis, Selected Readings*, The Free Press of Glencoe, U.S.A., 1963.
- Spiegelman, M., *Introduction to Demography*, Harvard University Press, Cambridge, Massachusetts, 1968.
- St. John, Francis R., *A Survey of Libraries in the Province of Ontario 1965*, Ontario Library Association, 2487 Bloor Street West, Toronto, 1965.
- Stone, L. O., *Migration in Canada, Regional Aspects*, Census Division, Dominion Bureau of Statistics, The Queen's Printer, Ottawa, Canada, 1969.
- Thomas, J. A., *The Productive School: A Systems Analysis Approach to Educational Administration*, John Wiley and Sons, Inc., Toronto, 1971.
- Vaizey, John, *The Costs of Education*, George Allen and Unwin Limited, London, 1958.
- Vaizey, John, *The Economics of Education*, Faber and Faber, London, 1962.
- Vaizey, John, *Education in the Modern World*, McGraw-Hill Book Company, Toronto, 1967.
- Venn, Grant, *Man, Education, and Manpower*, The American Association of School Administrators, 1201 Sixteenth Street N.W., Washington, D.C., 20036.
- Wadsworth, Jack, *Towards a Policy Analysis of Canadian Education*, The Ontario Institute for Studies in Education, Toronto, 1971.
- Wallace, K. W., *Newfoundland's School Grants System*, Department of Educational Administration, Memorial University of Newfoundland, St. John's, Newfoundland, 1971.
- Wallin, H. A., and Sawcdsky, Walter, *Educational Finance in British Columbia*, The University of British Columbia, Vancouver, October, 1971.
- Watson, Cicely, and Butorac, Joseph, *Qualified Manpower in Ontario 1961-1986, Volume 1: Determination and Projections of Basic Stocks*, The Ontario Institute for Studies in Education, Toronto, 1968.
- Watson, C., Quazi, S., Kleist, A., and Siddiqui, F., *Ontario Elementary School Enrollment Projections 1981/82*, The Ontario Institute for Studies in Education, June, 1972, (Mimeograph).

- Watson, C., Quazi, S., and Kleist, A., *Ontario Elementary School Enrollment Projections to 1981/82, Part 2 (1971 Projection)*, Department of Educational Planning, The Ontario Institute for Studies in Education, Toronto, 1970.
- Watson, C., Quazi, S., and Kleist, A., *Ontario Secondary School Enrollment Projections to 1981/82 (1969 Projection)*, Department of Educational Planning, The Ontario Institute for Studies in Education, Toronto, 1970.
- Watson, C., Quazi, S., Jones, R., *The Elementary Teachers*, Department of Educational Planning, The Ontario Institute for Studies in Education, 1972.
- Watson, C., Quazi, S., Poyntz, J., *The Secondary Teacher*, Department of Educational Planning, The Ontario Institute for Studies in Education, 1972.
- Watson, C., Quazi, S., *Future Needs for Elementary and Secondary School Classrooms in the County of Waterloo*, Department of Educational Planning, The Ontario Institute for Studies in Education, Toronto, 1970.
- Watson, Cicely, Quazi, Saeed, and Jones, Russ, *The Ontario Elementary School Teachers: A Study of Characteristics and Supply/Demand Relations*, Department of Educational Planning, The Ontario Institute for Studies in Education, Toronto, January, 1971.
- Wohlfred, Gerald H., "Cost Analysis in Education", *The Educational Forum*, Vol. 34, No. 3, March, 1970, pp. 339-345.
- Zsigmond, Z. E., and Wenaas, C. J., *Enrolment in Educational Institutions by Province 1951-52 to 1980-81*, Staff Study No. 25, Economic Council of Canada, January, 1970, Queen's Printer, Ottawa, 1970.
- "A Brief on Post-Secondary Education", *The Bulletin*, Vol. 51, No. 6, December, 1971, The Ontario Secondary School Teachers' Federation, 1260 Bay Street, Toronto, pp. 307-311.
- A Brief to the Royal Commission on Taxation*, Canadian School Trustees' Association, Toronto, 1964.
- British Columbia Public School System Enrolment Projections 1973-1983*, The Department of Education, Victoria, B.C., October, 1972.
- Calendar of Teachers' Colleges 1971/72*, Circulars 600, 601, 602, Ontario Department of Education, Toronto, 1971.
- Canada, Economic Projections to the Year 2000*, Systems Research Group, 252 Bloor Street West, Toronto, Canada, 1970.
- Canada Manpower Review*, Vol. 5, No. 2, Second Quarter, 1972, Information and Analysis Program Development, Department of Manpower and Immigration, Ottawa.

Canada Year Book, 1970-71, Dominion Bureau of Statistics, Information Canada, Ottawa, 1971.

"The Carleton Study", Department of Education, Toronto, June 30, 1971.

The Challenge of Growth and Change: Fifth Annual Review, Economic Council of Canada, September, 1968, Queen's Printer, Ottawa, 1968.

Concepts in Teacher Education, Ontario Teachers' Federation, Toronto, 1971.

Demography and Educational Planning, The Ontario Institute for Studies in Education, Toronto, Ontario, 1970.

Design for Decision-Making, Economic Council of Canada, Eighth Annual Report, September 1971, Information Canada, Ottawa, 1971.

Education is Good Business, American Association of School Administrators, 1201 Sixteenth Street N.W., Washington, D.C., 1966.

Education Planning and the Expanding Economy, Dominion Bureau of Statistics, Queen's Printer, Ottawa, October, 1964.

Educational Planning: A World Survey of Problems and Prospects, Unesco, Paris, 1970.

"Financing Education", Fifth Commonwealth Education Conference, February 1971, Commonwealth Secretariat, London S.W.1, 1971.

Fundamentals of Educational Planning, Unesco: International Institute for Educational Planning, Paris, 1970:

- No. 1 - Coombs, P. H., *What is Educational Planning?*
- No. 2 - Poignant, R., *The Relation of Educational Plans to Economic and Social Planning*
- No. 3 - Harbison, F., *Educational Planning and Human Resource Development*
- No. 4 - Beeby, C. E., *Planning and the Educational Administrator*
- No. 5 - Anderson, C. A., *The Social Context of Educational Planning*
- No. 6 - Vaizey, Chesswas, J. D., *The Costing of Educational Plans*
- No. 7 - Griffith, V. L., *The Problems of Rural Education*
- No. 8 - Curle, Adam, *Educational Planning: The Adviser's Role*
- No. 9 - Chau, Ta Ngoc, *Demographic Aspects of Educational Planning*

No. 10 - Hallak, J., *The Analysis of Educational Costs and Expenditure*

No. 11 - Curle, Adam, *The Professional Identity of the Educational Planner*

No. 12 - Ruscoe, G. C., *The Conditions for Success in Educational Planning*

No. 13 - Woodhall, Maureen, *Cost-Benefit Analysis in Educational Planning*

Future Directions for School Financing: A Response to Demands for Fiscal Equity in American Education, National Educational Finance Project, Gainesville, Florida, 1971.

Guidelines for Action, The Association of Counties and Regions of Ontario, Stubleby Printing, Orillia, 1971.

A Guide to Professional Excellence in Clinical Experiences in Teacher Education, Executive Committee, Association for Student Teaching, Washington, D.C., February, 1970.

Immigration Statistics Canada, 1970, Canada Immigration Division, Department of Manpower and Immigration, Information Canada, Ottawa, 1971.

It's Your Turn....A Report to the Secretary of State by the Committee on Youth, Information Canada, Ottawa.

The Learning Society, Report of the Commission on Post-Secondary Education in Ontario, Ministry of Government Services, Toronto, 1972.

Learning To Be, Unesco, Paris, and The Ontario Institute for Studies in Education, Toronto, 1973.

Methods and Statistical Needs for Educational Planning, Organization for Economic Co-operation and Development, Paris, 1967.

Municipal Finance and Administration in Canada, The Canadian Institute of Chartered Accountants, 69 Bloor Street East, Toronto, 1967.

New Dimensions in Teacher Education, Keynote address delivered at the Third Annual Conference of the Teacher Education Branch, Geneva Park, June 16-18, 1969, Ontario Department of Education, Toronto, 1969.

Ontario: A Society in Transition, Ontario Economic Council, Toronto, 1972.

Ontario: Comparative Table of Population Projections by County and Economic Regions, 1966-2001, Economic Analysis Branch, Economic and Statistical Services Division, Department of Treasury and Economics, Province of Ontario, September, 1970.

Ontario: Population Projections by Counties, 1966-2001, By 5-Year Age Groups and By Special Age Groupings, Economic Analysis Branch, Economic and Statistical Services Division, Department of Treasury and Economics, Province of Ontario, March, 1970.

Ontario: Population Projections for Counties and Districts, 1966-2001, Economic Analysis Branch, Economic and Statistical Services Division, Department of Treasury and Economics, March, 1970, (Mimeograph).

Ontario Population Projections, 1966-2001, Municipal Projections, Economic Analysis Branch, Economic and Statistical Services Division, Department of Treasury and Economics, Province of Ontario, September, 1970.

Ontario Short-Term Population Projections, 1971-1986, Demographic Studies Section, Economic Analysis Branch, Ministry of Treasury, Economics and Intergovernmental Affairs, Toronto, January, 1973.

Patterns of Growth: Seventh Annual Review, Economic Council of Canada, September, 1970, Queen's Printer, Ottawa, 1970.

Perspective 1975: Sixth Annual Review, September, 1969, Economic Council of Canada, Queen's Printer, Ottawa, 1969.

Planning, Programming, Budgeting System Manual for State of California School Districts: An Educational Planning and Evaluation System, Secondary Preliminary Edition, Advisory Commission on School District Budgeting and Accounting, Department of Education, State of California, Sacramento, 1970.

The Political Economy of Canadian Education in the Seventies, Workshop Seminar, Chateau Montebello, Montebello, Quebec, sponsored by the Economic Council of Canada, October 29-31, 1971:

Dodge, D. A., *Occupational Licensing and Returns to Investment in Education: An Exploratory Analysis*

Handa, M. L., and Skolnik, M. L., *An Empirical Analysis of the Demand for Education in Canada*

Hetloch, Walter, *Consumption Benefits from Education*

Oliver, M., and Lacost, P., *Financing Post-Secondary Education in Quebec*

Proulx, P. P., *Cost Studies in Post-Secondary Education*

Sewell, David, *Manpower Forecasting and Educational Planning*

Stager, D. A., *Allocation of Resources in Canadian Education*

Stager, D. A., *Economics of Continuing Education: University Level*

Stamp, R. M., *Vocational Objectives in Canadian Education: An Historical Overview*

Wiles, D. K., and Williams, T. R., *Structure, Process and Budgetary Decision-Making: A Case Study in Political Interaction*

Wisenthal, Miles, *Recent Developments in Data Collection for Educational Policy-Making*

Zur-Muehlen, Max von, *The Ph.D., Dilemma in Canada: A Case Study*

Population and the American Future, Commission on Population Growth and the American Future, 726 Jackson Place, N.W., Washington, D.C., 20506, The American Library, Inc., 1301 Avenue of the Americas, New York, N.Y., 10010, 1972.

Population Statistics, Ontario - 1969, Economic Analysis Branch, Economic and Statistical Services Division, Department of Treasury and Economics, October, 1969.

Preliminary Population Projections for Ontario, 1971-1991, Economic Analysis Branch, Economic and Statistical Services Division, Department of Treasury and Economics, Province of Ontario, December, 1968.

"Program Development and Budgeting: PPBS", *Compact*, Vol. 3, No. 1, February, 1969, p. 12.

Province of Ontario Vital Statistics for 1970, Queen's Printer and Publisher, 1972.

Pupil Retirement, A Five Year Study 1964-1969, Ontario Department of Education, Toronto, 1970.

The Realities of School Finance, American Association of School Administrators, 1201 Sixteenth Street N.W., Washington, D.C., 1970.

Report of the Committee on Farm Assessment and Taxation, Province of Ontario, Toronto, 1969.

The Report of the Minister of Education, 1971, Legislative Assembly of Ontario, Identification No. 72-1084.

The School Trustee, October, 1972, Saskatchewan School Trustees Association, 570 Avord Tower, Regina, Saskatchewan.

Standard Education Almanac 1971, Academic Media, Division of Computing and Software, Inc., 1736 Westwood Boulevard, Los Angeles, California 90024, 1971.

State Aid to Local Government, Commission Report, Advisory Commission on Intergovernmental Relations, Washington, D.C., 20575, April, 1969.

A Study of Education Finance in Manitoba: Analysis, Projections, Priorities, Recommendations, The Manitoba Teachers' Society, Winnipeg, November, 1970.

A Study of Educational Finance in Manitoba: Unitary School Divisions, The Manitoba Association of School Trustees, Winnipeg, June, 1971.

"Systems and Order", *The Royal Bank of Canada Monthly Letter*, Vol. 52, No. 5, May, 1971.

Taxation in Ontario: A Program for Reform, The Report of the Select Committee of the Legislature on the Report of the Ontario Committee on Taxation, Queen's Printer and Publisher, Toronto, 1968.

Vital Statistics, 1969, Catalogue No. 84-202 Annual Dominion Bureau of Statistics, Queen's Printer, Ottawa, September 1970.

"What's to Become of Teacher Training?", *The Educational Courier*, Vol. 42, No. 1, October, 1971, Federation of Women Teachers' Associations of Ontario, and the Ontario Public School Men Teachers' Federation, 1260 Bay Street, Toronto, pp. 8-10.

The Year-Round School, American Association of School Administrators, 1201 Sixteenth Street N.W., Washington, D.C., 20036, 1970, (74-11648).

COMMITTEE ON THE COSTS OF EDUCATION

Staff Members

J. R. McCarthy

Executive Director

S. Bacsalmasi

Superintendent of Planning and
Development
York County Board of Education

F. A. Danna

Assistant Superintendent of
Business and Finance
Halton County Board of Education

T. David

Senior Statistician
Ministry of Education

J. M. Ramsay

Director of Education
Simcoe County Board of Education

